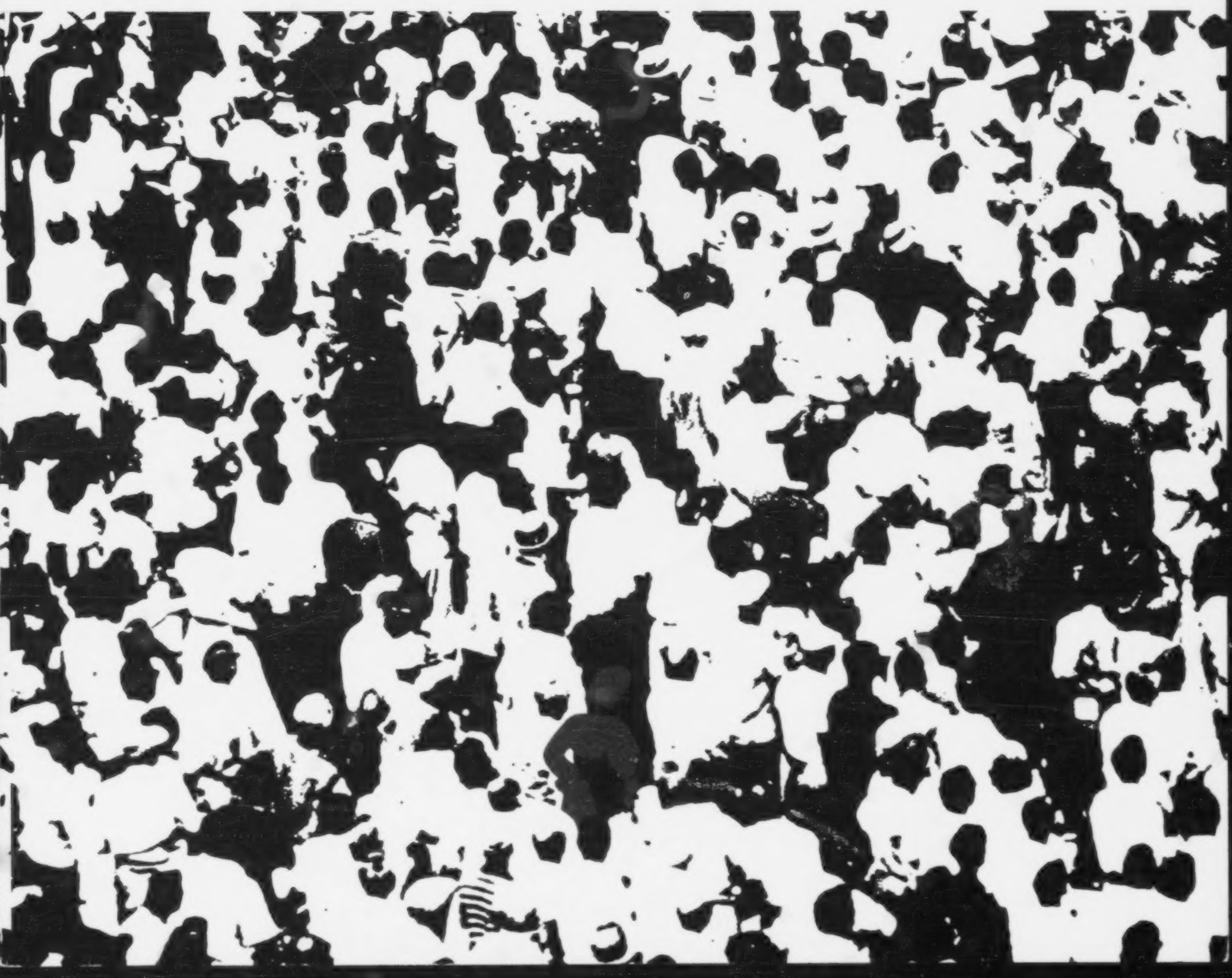
THE POLICE AND PUBLIC SECURITY

Jérôme Choquette, c.r.
Ministre de la Justice



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Preface

It is essential for the orderly functioning of every society to maintain order, public safety, and the security of the State. It is to our Police Forces that our modern society entrusts the responsibility for the enforcement of its laws, the prevention of crimes, and the seeking out of the offenders.

In order to carry out their tasks with a maximum of efficiency the Police must act in a way which is appropriate to the social realities of the age and of the country. In other words, the organization of the Police Forces and the training of Policemen should be adapted to the times, to the type of crime which is prevalent, to the geographical situation, to the existing political structures, and to a concept acceptable to the public.

EFFICIENCY AND COORDINATION

In the Province of Quebec, Police work is rendered especially complex for many different reasons: multiplicity of administrative divisions (Federal, Provincial, Municipal), vastness of area, small population density in most areas, and a considerable demographic concentration in the Montreal area.

Over the years, Police Forces have been created without any overall planning.

In many cases Municipal Corporations have established Police Forces but were incapable of giving them sufficient manpower or adequate means of combatting crime efficiently. At present, Quebec has 270 Municipal Police Forces. On the other hand, 301 Municipalities do not have permanent Police protection, but occasionally take on special constables for variable periods of time.

The Quebec Provincial Police Force, founded in 1870, has experienced during its existence fluctuations of all kinds. Even ten years ago, it was a Police Force that was at the mercy of the hazards of political change.

The Royal Canadian Mounted Police (R.C.M.P.) carries out certain specialized duties in Quebec. Thus, it investigates certain crimes which are subject to specific Federal Laws and even the Criminal Code, such as drug trafficking, printing of counterfeit money, smuggling, etc.

These Police Forces enjoy a considerable autonomy. Furthermore, there is no real coordination between them except in the few areas where machinery has been established to ensure the exchange of information and to arrange a united action as far as possible. This is so in the areas of Organized Crime and terrorism. In all other areas of Police activity the cooperation of the Police Forces is only sporadic or occasional.

However, taking into consideration the complexity and the clandestine nature of modern crime, the need for coordinated Police action is clear.

THE EVOLUTION OF CRIME

Even a superficial analysis of statistics reveals that in the last few years the crime rate has rapidly increased. On the other hand, the percentage of crimes solved has decreased.

This growth of crime, be it the old traditional forms or the more modern sophisticated ones, makes it imperative to examine thoroughly the role and

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the organization of the Police. In effect, crime flourishes in almost, if not all fields, and also in all the new forms of crime such as Organized Crime, terrorism, and economic crimes.

Quebec, culturally different from the other areas of the North American continent, but profoundly linked to it, has been swept along with it by the upward movement of criminality.

Certainly, to walk at night in the streets of Montreal does not pose the same problems and risks as it would in New York City. By the same token, demonstrations in Montreal have not reached the level of violence of those in Washington and other American cities. Again, the Manseau Pop Festival did not reach the same proportions as those of Woodstock, of the Isle of Wight in England or other festivals in the United States, in England or in Ontario. Quebec has never had its "May Days" but some events could have taken an ugly turn had one Policeman been over zealous or if an "agent provocateur" had succeeded in his plot. In short, here as everywhere else, the problem of the maintenance of public order is very acute; and the difference between our problems and those of the rest of the continent is simply one of degree.

As for terrorism, Quebec, since 1963, has gone through several waves which have taken the particular form of bombings. Recently, however, Quebec terrorist activity has begun to be inspired to a great extent by the revolutionary techniques of South America.

In the area of Organized Crime, the Montreal region differs little from that of the other large cities of comparable size in the United States. The settling of accounts, bribery of public servants, policemen and political figures, illegal gambling, drug trafficking, usury, to mention some examples, exist in Quebec to a point where it must be concluded that there is an essential similarity rather than a profound difference.

In the area of economic crimes, the Prévost Commission Enquiry, details at length the fraudulent practices which have been permitted for years in the area of bankruptcies. Moreover, the Department of Justice has recently compiled a series of dossiers to show that it is often possible, within the framework of existing legislation, systematically to commit fraudulent acts against the general public and creditors with minimal legal risks. Fraudulent bankruptcies, arson, speculation in Real Estate and other valuables proliferate in differing degrees depending on the times. It is, however, impossible to uproot them completely.

All this goes on within a legal structure which protects — and justly so — the rights of the individual, and respects his presumed innocence, his right to be released on bail, and to receive the assistance of an advocate.

Preface (cont')

THE SEARCH FOR A BALANCE

With these facts before us, we would be tempted to conclude that crime is an inescapable phenomenon which is almost normal and that this is the price one must pay for living in a free society. In effect, since crime will never disappear, why don't we face the situation and simply resign ourselves to its presence? Such an attitude which is held by some is not only unacceptable in principle but constitutes moreover an excessively tolerant spinelessness towards the criminal phenomenon, and represents in fact, an implicit consent to allow it to continue and to augment its activities.

At the other extreme, there is the Police State with all its peculiar excesses. With this, we fall into an attitude of extreme severity, which allows of neither compromise nor remission, and a bitter extremism is professed against the criminal, which is completely out of the control of the Judiciary. The Police State is, in effect, a hasty form of justice which results in a violent action against criminals without any judicial control. Today we can find a startling example in the Brazilian "Death Squads", which hunt down with equal ferocity common criminals, terrorists and enemies of the regime. Without discussing such extreme cruelty any further, we can find all kinds of cases of abuses: Police brutality, confessions under duress, etc.

Neither one nor the other of these aforementioned attitudes satisfy us. But this doesn't mean that we wish to adopt a comfortable position at an equal and reasonable distance from both these extreme positions, without further study of the question, without profound examination of the problems which we face in the struggle against crime.

Certainly the possible excesses of both attitudes deserve further reflection. In fact, these two extreme positions which we have described, be it a "laissez faire" attitude or one of undue severity, contain in themselves the seeds of their own destruction. A society which at least implicitly tolerates, admits and sometimes encourages criminality, be it voluntarily or through weakness, soon loses its self-respect and that of its institutions and is on the road to its rapid disintegration. On the other hand, a society which clings fervently to a formal legality of extreme narrowness and which defends by the most rigorous methods an order established for the ruling classes, prevents evolution and is preparing its own downfall.

We, on the contrary, wish to establish our point of view based on a realistic analysis of the causes of crime and acts of violence. One has only to look around to see that our society is in a state of great unrest which nothing, nor anyone, can prevent.

That our society is profoundly unsettled should not surprise anyone because of the constant attraction exerted by the hope of financial gain, by greater comforts and by a whole range of purely material values. This unrest may be explained also by the profound difference of interests between

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social groups, by the constant itch for equality and by the rapid evolution towards other forms of social order, more or less utopian. In the face of these widespread social realities which are shaking the western world and particularly North America, it would be naïve for anyone to think of stopping, stabilizing or even slowing down, in the name of traditional moral or legal values, a world pursuing an unrestrained evolution. In spite of its incontestable value as a guide for social order, the law remains an imperfect instrument for restraining and channeling the turbulence of society. To give the law the means to become all powerful and to put a brake on social evolution, would be to put society into a steel corset and would, with one blow, wipe out not only the possibility of any evolution, but also all chance of progress.

On the other hand, to allow the law to be scorned and despised, is to cast aside the essential social structures and in consequence the society itself.

Consequently, we want our actions to be inspired by a reasonable optimism with regard to society and human beings. We do not wish to have a permissive outlook, nor do we want to be unbending and unfruitful. In our opinion, crime and violence, even though they are negative factors in our society, constitute nevertheless on many occasions, the symptoms of a sickness in society which is more general, more widespread and more profound. If in this concept of criminality, law-breaking should be energetically combatted, the law-breaker is seen to be a man who is lost and sometimes perverted, and who must be rehabilitated.

TOWARDS A PROTECTED SOCIAL ORDER

Following these principles, this book wishes to be part of a policy of creating a social order which is able to defend itself. The policy of social defense should distinguish between the crime and the criminal, which is not always easy in the everyday situation, nor in real life decisions. The unthinking would prefer, no doubt, that everything be dealt with by a simplistic application of the existing laws and by severe court procedures. However, we are on solid ground because our concept is part of the traditional political philosophy of the West.

However, we are aware of the difficulties in the application of our policy of social defense. In effect, certain rights run the risk of being in opposition to each other. On the one hand, we must be concerned to safeguard the rights of the individual and on the other hand, society rightfully demands the protection of its own rights. We will have to find a workable solution which will preserve these two objectives.

Let us examine one aspect. Our system of justice is traditionally an accusatory one. Following the regulations of this system the policeman investigates the crime, brings the criminal before the courts who judge him according to the evidence presented, and when there is any uncertain-

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ty, the accused is given the benefit of the doubt. Today, with the increasing sophistication of criminals, with the conspiracy of silence which is practiced by the members of crime syndicates and of political terrorist organizations, our traditional system is quite often ineffective: in the eyes of a great many the ends of justice have not been served. In effect, the sentencing of the criminal cannot take place without positive proof, and if no one comes forward with information there can be no conviction. In the same way, if no one is willing to testify against a person who has perjured himself, there is no conviction either. The professional criminal can then, better than the ordinary law-breaker, escape the forces of law and order, and the judicial process. The system shows then its inefficiency, the democratic judicial process is treated with scorn, and the criminal gets off scot-free, while the majority of the public deplores the weakness of the system.

This inefficiency of the system has other consequences. Should the search for the criminal be constantly unproductive and should the due process of the law be continually blocked by the dishonesty of the criminal, we would soon notice an emotional reaction among the policemen, and within society at large: Police exceeding their authority in a bewildered manner; frustrations which incline the Policeman to be apathetic; contempt of the citizens for the judicial system, etc.

In this context, we should take a critical look at the methods used to combat crime. Let us study a few examples. Even though the Prévost Commission had proposed to extend the presumption of innocence, it recommended the setting up of Public Inquiries into Organized Crime, this is to say a system of procedure different from the usual one. This proposal of the Prévost Commission has evidently been introduced because it is extremely difficult to focus sharply on the activities of Organized Crime.

Turning to another subject, the use of wire-tapping and electronic eavesdropping by the Police Forces is another method of investigation. But who can deny the need for such measures when faced with the clandestine activities of Organized Crime? In effect, even though these methods do not always have as their objective the investigation of a specific crime, they are directed towards the prevention of the criminal action of those who are systematically engaged in crime, and also are used to gather useful evidence about unusually obscure crimes.

There has been a widespread interest in the issuing of compulsory identification cards. Some people see in this proposal a way of ensuring order and honest dealings between citizens and the State; in their business (cheques), in their civil dealings (contracts) and in their political life (elections). However, others see in the establishment of such system the danger of too uncompromising a control by the State over individuals, and the gradual erosion of that essential freedom which is the foundation of our way of life.

Be that as it may, and without brushing aside new methods, effective and intelligent Police action still remains the best way to limit crime and at the same time to safeguard fundamental human rights.

In effect, if police action shows itself to be both efficient and useful within a democratic framework, it fulfills two functions: the protection of society and the preservation of individual freedom.

With this in mind, we submit this document which deals with the Police and Public Security. This book does not attempt to study all the problems of the administration of Justice, in the realm of criminal activities. Its essential aim is to evaluate and to make proposals conceraing organization, structures, police duties and police personnel. Naturally, we will study the powers of the Police which are recognized by the Criminal and Penal Laws. But it does not seem to us that this area is the one which needs the most research and improvement. The reforms which have to take place are rather within the organization of the Police Forces, especially in respect to specific types of crime, in the area of Police Personnel and the technological aids placed at their disposal.

Quebec City, July 30, 1971.

JÉRÔME CHOQUETTE, c.r.
Ministre de la Justice

CHAPTER I

THE POLICE IN A DEMOCRATIC SOCIETY

Law enforcement is a requirement of every society, because it protects the state and its citizens from criminal aggression. However, a democratic society imposes regulations on its Police and the indispensable work done by the Police is therefore placed, like all other activities in a democratic society, under a double control: That of the Law and that of the Courts.

This shows to what lengths a democratic society will go to protect individual and collective liberties from all assault, no matter from what quarter it comes, even from those who are in authority.

Within such a system it goes without saying that Law Enforcement remains separate and distinct from the Judicial Function and is subject to it as a last resort. The role of Law Enforcement is to prevent crime, and to guard against violations of the Law, to track down criminals and to gather the evidence against those brought before the courts. As for the role of the Judiciary, it is to declare the law and to make sure that its sanctions are enforced.

Most certainly, the actions of the Courts and of the Police pursue the same objectives because both are intended to protect the normal development of society in the face of illegal or illicit disorder. However, the Judiciary transcends Police action, and imposes limitations on Law Enforcement's powers by keeping to itself the decisions in respect to arrest and the issuing of search-warrants. Therefore, in the final analysis, it is still the courts which make the decision on the guilt of the one accused. brought before them by the police.

Consequently, we can understand why an autonomous magistrature is the corner stone of Justice, for the fundamental liberties of its citizens. The free and impartial judgment of the Courts constitutes both the punishment of criminal aggression and also a shield for the citizen against the possible excesses and abuses of the pursuers.

In a democratic State, the police are at the service of Society and have as a goal the surveillance of its normal development and progress. In order to justify a Police Force in a democratic society there has to be the need for the protection of individual and social liberties and also the need to harmonize these liberties so that a climate of order, tolerance and peace may arise and develop. The Police are therefore not the secular arm of the Courts acting in the name of a controlling and repressive governmental power.

All of these principles are well known, but it was necessary to review them at the beginning of this work in order to avoid any ambiguities in the understanding that the Quebec Government has of police duties.

Traditionally the Police action has had the following aims:

1. Maintaining order,
2. Protection of the citizens' life and property,
3. Law Enforcement,
4. Prevention of Crime,
5. Detection of law-breakers,
6. To bring offenders before the courts.

Modern society's development towards situations of greater and greater complexity and, the confrontation of law and order by methods which are more sophisticated, more insidious, and more dangerous than in the past, forces the State to face up to these new requirements and to re-evaluate the traditional role of the Police Force, its competence, and the capacity of its agents, more thoroughly than before.

In fact, criminal activities have achieved such sophistication, operating in a clandestine atmosphere, utilizing democratic liberties to achieve their own ends, covering up their tracks or destroying evidence by silence or perjury, recognizing no authority in the courts or in the law, appealing to utopian ideologies or the immoderate attraction of profit, counting on the inertia of the bureaucratic administration to such an extent that the police have to re-evaluate their methods in respect to the following objectives:

1. Active promotion of crime prevention, in other words, anticipation of criminal action.
2. Protection of society against criminal enterprises and the taking of appropriate action which will thwart conspiracies.
3. Allowing the evolution of society and by so doing respecting civil liberties, with the condition that they are exercised within the context of existing laws.
4. Collaboration with the existing specialized organizations for the reintegration of delinquents into society.

The quality of the men and the administrative structures required to oppose and restrain contemporary criminal enterprises, and also the kind of Police action needed to cope with the criminal elements, become the fundamental questions. Contemporary Police methods should somehow be one step ahead of criminal methods of organized groups, in order to demonstrate their ineffectiveness, and also to assure the peace and safety of the citizens.

CHAPTER II

CRIME IN THE PROVINCE OF QUEBEC

It is difficult to give a strictly accurate picture of the phenomenon of crime and its development.

Recourse to statistics on criminality should be made with great care. It is admitted that there is a gap between the actual criminality and the known and verified criminality.

Even the known figures do not exactly reflect the criminality situation, because during the processing of the figures through the administrative machinery of the Department of Justice there is a gradual loss through successive classifications. It is important to distinguish between crimes committed, solved, judged and punished.

Therefore, the following figures taken from the records of the Federal Bureau of Statistics reveal that, in 1966, in Quebec, there were:

169,560	crimes and misdemeanours, reported or detected by the police.
60,416	cases filed by the police.
51,621	persons accused.
44,946	persons condemned.
7,257	persons imprisoned.

This is why when the experts want to measure the extent of criminality, they refer to Police data rather than to the Court Registrar's Office or to Prison Records, the latter being exclusively established following arrests and convictions.

Yet the data from Police records should also be approached with reservations. If on the one hand, certain Police Services fail to furnish statistics on criminality, in this way they contribute to the lowering of the average, on the other hand, the tendency towards professionalism in the Police and a stricter control of the formality of registering criminal activity make the statistics show a net rise in crimes and misdemeanours.

To the difficulties of getting a clear picture of the extent of criminality are added the lack of trained personnel and the lack of effective methods of gathering statistics on crime. The first difficulty comes from the fact that there is no Office of Criminal Statistics in Quebec while, on the other hand, the Canadian Federal Bureau of Statistics does not exactly meet our needs in this field.

On this subject, let us note that according to Section 16 of the Police Act, the Quebec Police Commission is supposed to collaborate with the Quebec Provincial Police in establishing a Central Information and Statistics Center. From this we will be able to obtain more trustworthy indices, determine more exactly behavorial patterns, locate the criminal phenomena as to time, and place and lay the foundations of an integrated statistical system relating to crime.

All the same, a picture of criminality in Quebec can be drawn within certain limits by choosing "Indexed Crimes".(1) This method is based on a selection of crimes against individuals and property which are, because of their seriousness, almost always reported to the Police, or discovered by them. Also this method permits us to compare the Quebec situation with the one in the United States.

A) CRIME RATE IN QUEBEC(2)

We are able to state unequivocably that there are more crimes committed in Quebec today than ten or twenty years ago. (See Graphs I and II at the end of this White Paper).

Actually, Quebec is counted among the areas having the highest crime rate in Canada. In fact, Quebec has the second highest crime rate index, following British Columbia. (See Graph III).

The Montreal Metropolitan zone surpasses the Metropolitan Toronto zone, but in the Metropolitan region of the City of Quebec, there is more crime than in Calgary, compared as to similar population density. (See Graph III).

Nevertheless, in comparison with the United States, the Province of Quebec is a place of relative quiet. (See Graph IV).

In the Province of Quebec the rate of increase of criminality was higher outside the cities. This conclusion is established on the following:

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(1) The only crimes included in the criminal Index are the following: Murder, Manslaughter, Rape, Assault & Battery including intent to kill, Robbery, Burglary, car Theft, Theft of more than $50.00. The stability of this proportionate ratio was observed during an eight year period (1962-1969).

(2) We wish to thank the Canadian Federal Bureau of Statistics for its help in obtaining information for the regrouping of statistical data based on regional administrations.

1. In 1962 the Island of Montreal accounted for 61.77% of all crimes in Quebec; in 1969 this percentage was only 51.90%. Even with the diminishing of this proportion, Montreal remains one of the places in Quebec where criminality is the highest.

2. In the Quebec Metropolitan area, the rise in criminality even though higher than Montreal, was less than in other less urbanized centers. (See Graphs V and VIII).

3. On a regional basis, the Outaouais region was, in 1969, classed first on the criminality rate, followed by Montreal, the Northwestern region, the Quebec region, the Eastern Townships, the North Shore, Trois-Rivières, the Saguenay Region and the Lower St. Lawrence. Variations exist, nevertheless, in the order of rank according to the type of crime. (See Graphs VI and VII).

4. Finally, there is a noticeable rise in crime, clearly more rapid throughout the province than in Montreal for the period studied. These studies are based on an index of 100 in 1962, and the index rate attained in 1969 was:

   216.43 for the North Western Region

   201.63 for the Outaouais Region

   182.79 for the Quebec Region

   180.08 for the Eastern Townships Region

   167.08 for the Lower St. Lawrence — Gaspe Region

   141.31 for the Saguenay — Lac St. Jean Region

   139.25 for the Trois-Rivières Region

   134.01 for the North Shore Region

   123.83 for the Montreal Region

A more detailed analysis on the evolution of Quebec criminality shows that Housebreaking, Burglaries and Thefts of more than $50.00 are responsible for a large part of the increase in the crime rate. (See Graph XIII).

B) RATE OF CRIMES SOLVED

Statistics show that since 1962, criminality is on the rise throughout all of Quebec, while the rate of crimes solved is declining.

To understand this, it is only necessary to study Graph X which indicates the percentage of crimes solved by territories and to compare them with Graph III, on which are traced the criminality rates.

These reversed trends are found in all categories of crimes and misdemeanours, in all territories, not only in Quebec but throughout Canada. (See Graph IX).

This same phenomenon may be found equally within the different regions of Quebec. This is what Graph XI shows very clearly.

Moreover, by looking at Graph XII, one is able to get a better idea of the volume of unsolved crime in Quebec for the 1962-1969 period.

Crimes against individuals are resolved in a proportion varying between 40% to 69%, while property damage cases are cleared up in a proportion varying between 12% and 25%.

A comparison of the rates of solution for the year 1969 reveals that these are lower in Quebec in comparison to Ontario and Canada as a whole. (See Graph XIII).

In conclusion, be it the prevention of crime or the discovery of the offenders, the Province of Quebec in the light of this available data finds itself in an unenviable position. This should be sufficient to encourage us to search vigorously for greater efficiency.

(At the end of this book, there are tables and graphs which permit the examination and comparison of the situation in Quebec, Canada, and the United States).

CHAPTER III

THE NEW FORMS OF CRIMINAL ACTIVITY

A) ORGANIZED CRIME(1)

No one any longer doubts the existence of Organized Crime. Be it called this, Cosa Nostra, Mafia or Crime Syndicate, we always consider Organized Crime as "a society of a permanent character whose objective is principally its financial growth by illegal means".

In North America, even though all crime cannot be attributed to it, there exists a clandestine society made up of individuals whose actions are systematically in violation of the laws, or at least on the fringe of the legally constituted society. The Katzenbach and Prévost Commissions,(2) to cite only these two because their conclusions have authority, recognized its existence, and particular characteristics. One definition(3) was even given to better identify Organized Crime and to better differentiate it from ordinary criminal action, which does not rest on a permanently established organization and of the Modus operandi.

Even though a veil of secrecy systematically shrouds the identity and the activities of the persons who are members of Organized Crime, public opinion and the American authorities are well informed today on this subject, due to a certain number of events and revelations. The laws of the State, their institutions and their courts have nevertheless had some difficulty in fighting back effectively. In other words, even if the struggle against Organized Crime remains difficult, the North American continent has, today, a better understanding of Organized Crime and the Cosa Nostra, thanks to the events of the last 30 or 40 years, to the investigations and indictments made by Thomas E. Dewey, of a certain number of convictions and deportations of Mafiosi who were not American citizens, to the Apalachian Conference of 1957, the Kefauver and McLelland Senatorial enquiries, to the revelations made by Joseph Valachi, and to the Katzenbach Report.

The particular logic of this society and its fundamental objectives are: Monetary gain, rejection of the law and its courts, obligation to succeed, mutual assistance within their ranks, and totalitarian rule.

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(1) Most of this chapter was based on the Katzenbach Report. The Quebec Research Office on Organized Crime (QROOC) has verified it and found that the statements made were applicable to Quebec.

(2) The Katzenbach Commission is in effect "The President's Commission on Law Enforcement and the Administration of Justice", 1967. On the other hand the Prévost Commission is "La Commission d'enquête sur l'administration de la justice en matière criminelle et pénale", 1967-70.

(3) In the Katzenbach Report intitled "Task Force Report: Organized Crime", the following definition was given of Organized Crime. "Organized Crime is a society which seeks to operate outside the control of the citizens and of their Government. Its actions are not improvised, but result from very complex conspiracies hatched out over many years, and destined to monopolize complete fields of activities in order to accumulate as much profit as possible. Organized Crime concentrates its activities around supplying illicit merchandise and services: gambling, usury, narcotics and other forms of vice. It is also deeply entrenched in legal enterprises and Trade Unions".

Organized Crime above all seeks to increase its profits and to use its growing power to consolidate and promote them. In placing itself as far as possible outside of the law and the courts, Organized Crime seeks, on one hand, to make itself rich by procuring for the public illicit services, and on the other hand to escape the sanctions of the so-called official society.

No moral intervention can prevent Organized Crime from being completely effective and from promoting its cause as profitably as it sees fit. Nevertheless, this introverted organization would not be able to function with such success without some mutual assistance within the group, and also without the intervention of the bosses in assuring a just division of the illicit gains.

As a society, Organized Crime rests on a complex and permanent structure comparable to any hierarchical organization. In effect, its organization owes its origin to the patriarchal family and the military system.

To enrich itself Organized Crime counts principally on the fact that the public is attracted to the whole gamut of illicit merchandise and services; gambling, usury, narcotics, prostitution . . . Organized Crime also turns to artificial monopolies which can be created by intimidation in the areas of food products, services and supplies for hotels and restaurants, slot machines . . . They invade as willingly areas where operating permits can be obtained thanks to the complicity of some public servants. Finally they invest enough in legitimate business to establish respectable facades. The Treasury will never receive equitable amounts from the profits of Organized Crime.

To affirm its ascendancy, Organized Crime will resort to every possible means: offers of illegal merchandise and illegal services, intimidation, extortion, assault and battery which could end in murder, bribery and protection rackets. Organized Crime does not stop at other forms of crime which are not their exclusive preserve: bank robbery, theft of stocks and shares, highjacking . . .

Let us underline two of the most important characteristics of Organized Crime:

1. They plan their activities.
2. They consider it to be useful if not indispensable to corrupt some public servants.

In effect, Organized Crimes makes no sudden impulsive moves, but rather works within a framework of patient planning carried out over the years which ends by controlling the nerve centers and gaining huge profits. Everything indicates that Organized Crime always counts on a certain amount of corruption everywhere at the heart of Government at every level. Why? To neutralize administrative controls, or to mislead the judicial process. One weak link or a broken bond is enough to render sterile the actions of Government, Policy or Judiciary.

Organized Crime disposes of enormous sums of money which are drawn from illegal and criminal sources, which they "wash" by using them to buy hotels, motels, taverns, restaurants, meat packaging and processing plants, delicatessen, and diaries. In this way, monies illegally obtained, finance a respectable facade. But can this model of American Organized Crime be verified in Quebec? Does this description correspond to the reality in Quebec? To these questions, according to the information which we possess, we must frankly answer in the affirmative.

Before the creation of the Quebec Research Office on Organized Crime, the three principal Police Forces operating in Quebec (Royal Canadian Mounted Police, Quebec Provincial Police Force and the Montreal Police Force) looked after this problem independently of each other. The knowledge which they had at their disposal on the subject of the individuals implicated in Organized Crime, usually issued from investigations of individual cases, or again from some attempts to draw information together, but there was no systematic communication between the different Police Forces. The founding of the Quebec Research Office on Organized Crime in 1969 was the embodiment, by the different Police Forces, of their wish for a better coordination of knowledge on the subject of Organized Crime, and for greater collaboration in the exchange of information. The three principal Police Forces of Quebec are responsible for the Quebec Research Office on Organized Crime which is situated at the Quebec Provincial Police Headquarters. It groups representatives of the three principal Police Forces and also just recently, representatives of the other Police Forces or Government Organizations, directly involved in the first against Organized Crime.

It is quite understandable that the confidentiality of the information compiled by the Quebec Research Office on Organized Crime makes it absolutely necessary to have a strictly disciplined control in the giving out of information and a very demanding screening of those who have access to it.

The Quebec Research Office on Organized Crime has already enabled us to have a more precise understanding of Organized Crime. It is therefore thanks to this knowledge that we are now able to describe the activities of Organized Crime in Quebec.

SPHERES OF ACTIVITIES

The principal spheres of activity of Organized Crime in Quebec are now, or were at one time, the following:

1. Gambing of all kinds,
2. Usury Loans,
3. Trafficking in narcotics,
4. Prostitution,
5. Infiltration of Legitimate Business,
6. Frauds, fraudulent bankruptcies, arson.

GAMBLING

All Police Forces which combat Organized Crime confirm that gambling constitutes the principal source of revenue for Organized Crime. Contrary to what we might believe, in certain quarters, betting is not confined to horse racing. On the contrary, a "Book Maker" better known by the name of "Bookie" offers the possibility of taking bets on all kinds of sports events . . . baseball, hockey, football, basketball, boxing . . . In Montreal, one of these individuals was recently apprehended, while working busily, and the Police were able to ascertain that, within four hours he had taken bets for the amount of $240,000.00, on different sporting events.

Due to a system of "hedging" and "lay-off" which resembles a financial system, Organized Crime partitions its activities. It is for this reason that the Bookmaker, in direct contact with his client very often does not know to whom he is passing on the bets. On the other hand, an independent Bookie is not long in business before he is visited by a representative of Organized Crime and is convinced, be it by assault and bodily harm, by intimidation or by promises of greater profits, to share his profits with the Organization.

USURY

There is also general agreement that Usury constitutes the second largest source of revenue for Organized Crime. Usury is money-lending at exhorbitant and unethical interest rates, and at rates higher than those limits stipulated by law. In most cases, the necessary funds for the loans come from monies collected by illegal gambling and bookmaking.

Among the victims of Usury ("Shylocking") we find compulsive gamblers and bettors who have to borrow money to pay off their gambling debts, drug addicts, small businessmen, and in general all those who need money and are unable to borrow by legitimate means. The interest rate varies according to the relationship which exists between the borrower and the lender, but suffice to say a rate of 20% per week, is not unusual.

Organized Crime gets its money, and also insists on the due dates being observed without tolerating any exception. For example, the least delay may cause the interest rate to rise. The lender is much more concerned about getting the money to pay his accumulated interest than he is in the repayment of the capital lended.

It is important to mention here the role of intimidation in usury. If the borrower shows the slightest reluctance to repay, or the least bad faith, the organization will revert to threats, to violence, to brutal reprisals in order to collect the interest, to silence any protest when higher interest is charged, and especially to prevent the borrower from seeking help from the police.

NARCOTICS

The illegal trafficking of drugs is like a great many perfectly legitimate businesses, in that it has its importers, wholesalers and its retailers.

The members of Organized Crime are primarily interested in the importing and wholesale distribution of drugs, leaving to four or five intermediary agents, the task of gradually distributing to the consumer.

We know that Montreal was and still is one of the principal centers for the importation of narcotics, because it serves as the crossroads for drugs which come from Europe and the Middle East, and are destined for the markets of the United States. On the other hand it is well known that narcotics of all kinds are being distributed in many Quebec centers and particularly in educational institutions.

Claiming that this is a specialized field, the Quebec Police, the Quebec Provincial Police as well as the Municipal have not given enough attention to this problem, nor have they assigned the necessary personnel. They have taken as a pretext, the letter of the law and have left the entire responsibility on the shoulders of the Royal Canadian Mounted Police and furthermore, this Police Force has done nothing to correct this impression. We do not consider that the Royal Canadian Mounted Police has the exclusive mandate to combat the trafficking of drugs, and we believe that the Quebec Provincial Police and the Municipal Police Forces should share a good part of the responsibility as well.

OTHER SERVICES

Prostitution and the sale of adulterated alcoholic beverages are on the decline at present. In the case of prostitution we may permit ourselves to believe that the decline is the result of the struggle against the liquor outlets controlled by criminal organizations and the closing of a large number of these establishments. Nevertheless, the "call-girl" system, more or less linked to Organized Crime, is still flourishing.

INFILTRATION INTO LEGAL BUSINESSES

Those in control of Organized Crime are anxious to acquire a certain number of legitimate businesses in order to give themselves an air of respectability, and also to be able to justify a part of their revenue to the Treasury, and to society. They thus avoid embarrassing questions.

The methods for acquiring legitimate businesses remain about the same.

1. Illegal profits feed a large capital reserve which can be used for investment.
2. If a gambler is unable to pay his debts he may be made to cede to Organized Crime a share in the control and the profit of his company.
3. Holding of mortgages can lead easily to the taking over of the business.

Of particular interest to Organized Crime in Quebec, are the licenced businesses. Organized Crime has moved in strongly on cabarets, night-clubs, and other licenced businesses.

In these areas, Organized Crime has in the main resorted to corruption and pressure and all kinds of underhand methods. The Government has counter-attacked energetically in this field.

Legalization of Pin-Ball machines and proposals for the establishment of casinos managed by private enterprise was waited for impatiently by Organized Crime, for they recognized the possibility of infiltrating it under a cloak of legality. The Government thwarted their plans by adopting a very prudent policy in this field.

FRAUD, BANKRUPTCY, ARSON.

Organized Crime intervenes in large scale frauds: we know of their activities in the trafficking of counterfeit money but specifically in the theft and receiving of stolen stocks and bonds. Due to its ramifications, Organized Crime is able to use a complex system for the profitable disposal of stolen bonds and stocks.

When the Organization has an unprofitable business on its hands, it gets rid of it by a fraudulent bankruptcy arranged by collaborating experts, or by arson which permits it to pocket the insurance money.[1]

LEADERSHIP AND PLACES OF OPERATION OF ORGANIZED CRIME

The Quebec Research Office on Organized Crime (Q.R.O.O.C.) agrees that about 200 persons constitute the "brain" of Organized Crime in Quebec. To these men, who make up the leadership of Organized Crime and who operate all over Quebec, but principally in the region of Montreal, we have to add a number which is hard to estimate, of petty criminals who move on the fringes of Organized Crime.

CONCLUSION

Faced with such a powerful criminal organization so cleverly diversified, whose effects are felt at all levels of society, the State must act vigorously.

The Government of the Province of Quebec cannot tolerate the presence of a permanent conspiracy, which saps the strength of society, which lives by profiting from legitimate economic activity, and which corrupts public morality. The Government, conscious of its responsibilities and with the support of the citizens of Quebec, will take all appropriate measures to put an end to this scourge.

The Quebec Government has already instituted the Quebec Research Office on Organized Crime and has integrated the representatives already mentioned. The various Police Forces which participate in this organization have specialized units to combat Organized Crime. All of these units have to transmit the results of their investigations to the Quebec Research Office. It will compile, analyze and make available in certain limited instances, its findings. This same Research Office, represents Quebec at the Canadian Police Information Centre which has its Headquarters in Ottawa.

In spite of the establishment of permanent structures to facilitate the exchange of information relating to Organized Crime, the experience of the Quebec Research Office on Organized Crime has brought us to the conclusion that the insularity of the Police Forces is such that the exchange of information between them is still limited.

Secondly it does not seem to us that the Quebec Research Office on Organized Crime (QROOC) has produced, as it should have, a concerted and unifying action.

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(1) Arson and fraudulent bankruptcies were at one time very numerous. At the present time, better control and the fact that a certain number of the principal persons who were implicated are now known, explain the decline in these criminal activities.

We have arrived at the conclusion that rivalry between the Police Forces, excessive prudence and confidentiality, and absence of coordination in the fight against Organized Crime, have prevented QROOC from being as effective as it should have been.

We should add that the different Governmental Agencies, interested in the fight against Organized Crime, have just recently joined the Office, so that the fight against Organized Crime has remained exclusively a Police matter. It would seem that organizations such as the Quebec Liquor Corporation, Loto-Quebec, the deputies of the Attorney-General, and in particular the Court of Queen's Bench in Montreal, the Department of Financial Institutions and even the Quebec Ministry of Justice through its Legal Department, could and should unite themselves in coordinated action. Clearly, the time has come, not for requiring one single and absolute approach by the different groups interested in the fight against Organized Crime, but at least to coordinate their actions at the ministerial level so that they may be as effective as possible.

The Police Act gives the Quebec Police Commission the power to make enquiries in all fields of crime, which are indicated to them by the Lieutenant-Governor in Council. This power permits the Commission, without further legislation, to proceed, in camera or publicly, to interrogate a certain number of witnesses able to furnish information on the activities of Organized Crime. This is a similar formula to that of the Crime Investigation Commissions created in some states in the United States, and we consider this formula, envisioned by both the Investigation Commission of Criminal and Penal Matters and also by the Katzenbach Commission, should be used after adequate preparation of the machinery of investigation.

Some recent Bills have certain implications in connection with the fight against Organized Crime. The Federal Government recently proposed a Bill to authorize under certain conditions the use of electronic listening devices, and other electronic procedures, which are an essential tool in the struggle against Organized Crime. We can only approved such a legislative measure and we also hope that the Attorney-General will be able to report to the House of Commons about the use of these procedures on condition that he does it in general terms.

Let us underline two particular problems concerning the accused in the fight against Organized Crime.

1. The concept of rehabilitation doesn't apply to members of Organized Crime, for the law of their society (the ancient "Omertà") keeps them silent and forbids them to go "straight".

2. Section 660 dealing with the habitual criminal is of little use against the members of Organized Crime, because it makes reference to their previous criminal records; this rarely applies to the members of Organized Crime.

Following the pattern of the American Legislation entitled "An act relating to the control of Organized Crime in the United States", it would be necessary to create special clauses which would apply to the members of Organized Crime when fixing their sentences in court, in order to discourage people engaged in this kind of activity.

TERRORISM(1)

Almost ten years ago, terrorism made its appearance in Quebec. It is, from the police point of view a form of crime which differs radically from traditional crime.

The main difficulty is that the themes exploited by terrorism are ambiguous. In general, they consist of proposals for social reform, formulated in such a manner that everyone can accept them theoretically, but which become, in the hands of the terrorists, a simple excuse for tumult and revolution.

Certain themes return again and again:

(a) National Independence,
(b) Liberation from oppression, real or alleged,
(c) The fight against Foreign Economic Exploitation, tangible or imaginary,
(d) Social and economical reform,
(e) Social justice for the poor and under-privileged.

Are they really authentic social reformers? Are they agents and rabble-rousers? Only an in depth study of the group will enable us to establish a dividing line between the defenders of valid and necessary social reform, and those who use social protest simply to overthrow by violence the democratically established order.

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(1) This chapter was derived in large part from the book "Blueprint of a Revolution", by Raymond M. Momboisse (Charles C. Thomas, Springfield, 1970).

With this in mind, we are better able to understand the methods used by terrorist groups: Finding the social groups most inclined to take part in protest, bringing to light their weaknesses, stirring up feelings, and feeding frustrations, denouncing the exploitation of the under-privileged in our society.

The object of Terrorism is the downfall by violence of the power of democracy. For this reason, they denounce violence, but they will make use of it themselves in the hope of obtaining, in the final analysis, the collapse of power by intimidation. Their strategies consist of undermining, little by little, democratic power, and of drawing the State into perpetual negotiation until it compromises and abandons all guiding principles.

Periods of social transition provide a favorable climate for this form of criminality. At these times a rift opens between the society and the individual and it becomes easy to manipulate the deep emotions of romanticism, idealism and despair. Legitimate social demands take on a greater importance against this background and the agitators have an easy time infiltrating, and blowing up grievances by exaggerating their importance, aggravating popular protest, and fomenting the most violent rebellions.

After some time, it is difficult to distinguish between necessary and fruitful social demands and the systematic harassment of authority. Terrorism uses social confrontation not for the sake of reforms, but simply to provoke the intervention of the State in the social realm. However, every intervention by the State will be declared to be unsatisfactory and ineffective, and the agitators will affirm systematically the ineptness of Government action in order to demand with renewed arguments, the violent destruction of the democratic system.

To achieve his own ends, the terrorist seeks to identify himself with the working class, and in general, with those who feel they have legitimate grievances to bring to the attention of society. The terrorist embraces, with a certain cynicism, each and every claim formulated by the working class. Work slowdowns, strikes, mass movements, anything is used to feed the fires of the revolutionary ideology. One goal becomes evident very quickly: to demonstrate the inability of the State to satisfy the desires of the working class.

To succeed, the terrorist must create a climate of opinion. Use is made of demonstrations. A simple demonstration or protest, peaceably begun, may sometimes become a bloody riot at the instigation of a terrorist. Terrorist action calls for civil disobediences, rebellion, mutiny and absenteeism.

Terrorism looks for support at all levels of society, but it identifies itself primarily with the working class. The recruiting of sympathizers and militants is done at all levels of society. The rich man who feels a little uncomfortable in his affluence finds a relief for his sense of guilt. The dissatisfied finds an opportunity to outdo himself, the opportunist thinks that here is a chance to anticipate the future. As for the idealist, he is seduced by the promises, the intellectual, dreaming of full liberty in which to think, finds here an easy avenue to free himself from all restraints.

The slogans used mirror all the hopes: "We shall overcome", "We'll get them", "The Great Day", "Tomorrow we'll sing".

Terrorist action is above all clandestine. It develops following its own logic and the imperatives of revolutionary strategy:

1. Setting up of cells supported by the members or sympathizers.
2. Infiltration and taking-over of positions of influence.
3. Establishing of a communications network.
4. Gathering of funds, arms, and equipment.
5. Putting into motion propaganda and psychological warfare.
6. Provoking civil disobedience, confrontation with the police and fomentation of riots.
7. Carrying out of specific terrorist operations.
8. Hampering government action while aggravating social discontent, and demonstrating the ineffectiveness of the State.
9. Discrediting or assassinating leading opponents of the revolutionary ideology.

The fight against terrorism confronts many difficulties. On the one hand, the movement operates in secret, and on the other hand the separation between the self-contained cells prevent the police from dismantling vast networks with one blow. The systematic utilization of these techniques explains why records and means of identification are completely unavailable.

To fight against terrorism effectively, it is necessary to have a clear picture of the terrorist himself and of his beliefs. To describe him naïvely, as an enlightened being or one who is morbidly dangerous does not throw any light on his attitudes.

Above all we have to understand that he is a person who has adopted a scale of values which is diametrically opposed to that of the existing society. He has a total disregard for life. To destroy the existing society, he renounces everything, family, property, security and country. In addition, the terrorist manipulates institutions in order to mock them. Since the police are on the front line, as defenders of society against all forms of criminality and against all violent confrontations, the terrorist quickly runs slap into the Police Forces. The terrorist baits the police in order to weaken them. First, the terrorist tries to make the police seem despicable by accusing them of brutality. Secondly, he wishes to render them ineffective by disputing the justice of the instructions coming from the police authorities. Thirdly, he keeps the police in the spot light by provoking demonstrations which he turns into violent confrontations. He resists arrest deliberately so that he can accuse the police of brutality.

He presents himself as a defender of civil liberties unjustly treated, and deprived of his rights. If he appears in a court of law, he takes advantage of the opportunity to express his political theories, his revolutionary views on society, and his contempt for democratic institutions. As he has already done to the police, he now imputes secret motives to the court, and attempts to discredit the judges and magistrates in the eyes of the public.

Revolutionary ideology and the terrorism which flows out of it has appeared fairly recently in the Province of Quebec. It is, therefore, not to be wondered at that all of our society was taken by surprise by the events and that as a result there was, in almost all sectors of society, a period of fumbling and uncertainty.

This is why the information media, in their efforts to provide honest and immediate reporting of the events, became the loud-speakers for the terrorist cells and even enabled them to communicat among themselves. In other words — and here there is no blame imputed to the information media, only an analysis of the role they play in the midst of every crisis situation when it is pushed to a climax — The Press is used by the terrorist elements in order to capture the public attention and to give themselves a certain credibility in the eyes of those who might be, for whatever reasons, tempted by a revolutionary adventure.

Our whole judicial system also took some time to adjust to the new situation. For some time now, however, there has been a marked acceleration in the interventions of, and the decisions made by the Judiciary.

It was, in the meantime, the police who had to absorb the first shock and had to bring into play, almost instantly, their units and specialized techniques. For some time, starting in 1963, society relied exclusively on the police to combat terrorism and thus totally ignored the ideological aspect of this violent confrontation.

The policeman, although it is impossible to blame him, was caught off guard, as were the judicial system and the communications media. Moreover it was difficult to distinguish, in the beginning, between those who proposed social change by violence, and those who were striving to bring about change by legal means. In another connection, because of the impenetrability of terrorist cells, information is wanting and therefore the traditional methods of investigation are no longer enough. Furthermore, to interrogate suspects or known terrorists, the established methods of interrogation are no longer sufficient: The policeman entrusted with this duty must have the benefit of a much more thorough training and possess an infinitely greater intellectual capacity. The swiftness of the terrorist attacks has resulted in hesitations and some beating about the bush by the police and a certain inability of our system to absorb the crisis and to resolve it. The present lull in the storm allows everyone, and the police in particular, to get their bearings in the midst of the waves of discord and clamant demands and henceforth to distinguish more accurately between the revolutionary and the dreamer, the terrorist and the social prophet.

Some will say, no doubt, that we adopt a position solidly behind the establishment and the status quo. They will reproach our analysis of the terrorist movement for never recognizing certain legitimate claims of the movement and of allowing no criticism of the "system".

Our answer is two-fold: one the one hand it is not our intention to lock the State into a narrow and negative attitude towards the useful points of view in current demands. On the other hand, it is our intention to marshal Police action against a violent and widespread confrontation with society and its institutions.

We do not claim then to explore here the strong points and the weak points of the revolutionary criticism of the regime, but purely and simply to show in what way the revolutionary strategy, logic, and tactics constitute a method of confrontation which is unacceptable in a system, which in spite of its weaknesses, remains democratic. In short, our plan is purely and simply to study the technical aspects of the revolutionary challenge and to recommend to our Police Forces a counter-strategy which can put a check on it.

The actual experiences of recent years, and particularly during the October Crisis, leads us to the conclusion that it is necessary to distinguish between the different specializations in the ranks of the terrorists, but that it is extremely difficult to measure the responsibility of each category. Thus there are ideologists, the "thinkers" and the "talkers" who are able to show, but always verbally, sympathy for the revolutionary cause.

There are, on the other hand, men of action, who indulge in criminal acts to draw attention to themselves. In spite of these ambiguities, there is no question of the State being repressive as far as ideology is concerned. Within a democratic system, such a strategy is of necessity doomed to failure since a democratic society cannot and should not resort to force to suppress freedom of speech. A democratic society should be flexible and open-minded enough to profit from the criticisms of its harshest opponents, and should be able to channel its energies towards positive and corrective efforts. Do not interpret this openness in the realm of ideology as a sign of spinelessness or naivety. We agree that every kind of intellectual give and take should occur in our society, but at the same time we urge the police, and all of society, to fight vigorously in order to assure the security of democracy and we will show ourselves to be resolute in our determination to defend the democratic principles themselves.

To fight on these two different fronts we must reform some of our institutions. For example, there is no question of leaving the police with the sole responsibility for this struggle. There will have to be an in depth study of the situation by specialists in many fields of endeavour: political scientists, social scientists, etc. We believe there should be within the Department a specialized section which will study and analyze terrorist action, in order to give the State and those with the ultimate responsibility for political decisions, a clear understanding of the different aspects of terrorist activity. Similarly, the action of the three Police Forces (The Royal Canadian Mounted Police, The Quebec Provincial Police and The Montreal Police Force) would be coordinated at the Ministerial level, both in the exchange of information, and in the timing and control of operations.

In conclusion, the maintenance of order, the respect for law, and the safeguarding of the democratic institutions are not matters which can be looked at exclusively from the police or the legal point of view. The policy of social defence and the maintaining of order in a free country are necessarily dependent on social and economic policies. In other words, what we call "The maintenance of order" must remain as far as we are concerned, compatible with the legitimate aspirations of the majority of citizens. We must therefore constantly bridge the gap between the laws and the policies of maintaining order on the one hand, and the faint voice, often hard to understand which draws society towards progress and change.

C) ECONOMIC CRIME

Economic crimes come under two principal headings: Fraudulent bankruptcies and Fraud.

In the first instance, an abuse of a particular law "The Bankruptcy Act" has taken place in such a way that a quick profit was realized or again legal obligations were avoided. In the second case, there is an exploitation of the good faith or the naivety of the public.

FRAUDULENT BANKRUPTCY

Up until several years ago, one could say that the enforcement of the Bankruptcy Act was neglected in Quebec, and that neither the Federal and nor the Provincial Governments had enforced this legislation adequately; this had the effect of opening the door to an increase in the number of bankruptcies, and to certain shifty characters and members of Organized Crime who infiltrated this area, and established networks of fraudulent bankruptcies.

Therefore, as the Prévost Commission showed, in the years before 1968, dishonesty and fraud infiltrated a very large percentage of bankruptcies and liquidations, and in several cases Organized Crime had made a most lucrative business of this. Furthermore, from all the facts brought to light by this enquiry, one can only conclude that the Bankruptcy Act as administrated throughout the Province, and particularly in the judicial area of Montreal, resembled more or less a large enterprise with no internal control and where all its directors and employees were more or less suspect.

The enquiry also made possible the disclosure of the existence of some networks of fraudulent bankruptcies whose sole aim was to set up companies which appropriated goods and merchandise as quickly as possible and liquidated the assets in order to use the Bankruptcy Act to relieve themselves of any obligation to their creditors.

We can conclude that during this period the enforcement of the Bankruptcy Act was very bad and that about 30% of all bankruptcy cases and proposals were fraudulent.

In the past five years, a commendable effort has been made by the Federal Government and the Provincial Government to exercise a better control over bankruptcies in Quebec. In fact, during this period, the Federal Government has tightened up the administrative control of the Bankruptcy Act and has withdrawn a number of assignees licences; the issuing of licences is made with much more caution now.

We all know, that some time ago, the Federal Government issued a White Paper on the Bankruptcy Act. The Federal Project should contribute towards the improvement of the enforcement of the law by recommending tighter controls both on the actual bankruptcies and on the officers who will have the duty of enforcing this improved Legislation.

Let it be noted that the Province of Quebec has expressed its appreciation of the White Paper. In fact, the Minister of Justice, last April 1st, made public a report on the administration of the Bankruptcy Act in which he stated that in order to exercise a more stringent control of fraudulent bankrupcies, the administration of the Legislation of the Bankruptcy Act should in part be placed in the control of the Provinces. This is why he has recommended the establishment of a Provincial Bankruptcy Control Office which would be responsible for the surveillance of all those who are involved in bankruptcies.

In the past, the Provincial Government has itself also taken part in the administration of the Bankruptcy Act in appointing special prosecutors who brought to light some networks of fraudulent bankrupcies which helped greatly in reducing their number in Quebec. We may now conclude that there is no longer a network of fraudulent bankruptcies existing in Quebec and that the activities of Organized Crime in this area have been considerably diminished.

We can state further that the problems of fraudulent bankruptcies is much less important than it was several years ago. We believe that the establishing of this Provincial Office with specialized personnel composed of lawyers and accountants will prevent the problem from ever becoming the major one it was in the past.

FRAUD

The person who defrauds others abuses the good faith of the naivety of his victim, with the intention of depriving him of his money by holding out bright prospects to him, be they real or illusory.

Some fields for this type of activity are Land and Real Estate deals, Home improvements, buying of Orange Groves in Florida, contracts for the installation of windows, and painting of homes, personality courses, etc.

In certain cases, the value of land bought is minimal in comparison with the price paid. The buyer is shown the land he is supposed to be buying. He is shown a very good site but when the contracts are signed, often the land designated in the contract is in an inaccessible place, is difficult to develop, or is even flooded for a good part of the year. Winter land sales facilitate this kind of fraudulent practice. As to Home improvement contracts, the self-styled contractors do not show up on the specified date and the signer of the bill of exchange, which has been previously endorsed in favour of holders who claim to be sincere, is obliged to honour his obligations towards the real holder.

The naivety and the desire on the part of the public to make quick profits are exploited by pyramid sales. Be it consumer products or personality courses, by virtue of the principle involved, these sales can only bring profit to the original promoters and the gains will decrease in proportion as the number of people entering the system increases.

The struggle against these types of activities is difficult because it is necessary in most cases to go before the courts with evidence made up of many similar facts, which necessitates a long and tedious investigation by the police, for the prosecutor it entails the research and compiling of data, which does not have the same glamour as some other cases, and the Judge is obliged to sit in judgment for days and even weeks to listen to the repetition of the same facts or to witnesses with similar versions of the facts.

This area of fraud requires the policeman to be very well trained in law and accounting which he can only acquire through practice; when promoted it often happens that the specially trained policeman is lost to this department.

The department of Justice will see to the permanent engagement of accountants that are needed to lead an effective struggle against frauds.

We can anticipate that in the future criminals will turn more and more to fraud because of the ease with which they can operate, the absence of any danger of being convicted, because of the existence of the benefit of the doubt, the difficulty that there is in combatting this type of crime and the often less than severe sentences handed down by the courts in these cases.

Even though we are not completely equipped properly speaking in this area of fraud, we are coming to recognize it. Since we don't have enough investigators who are specialists in this type of crime, nevertheless the Government of Quebec has taken steps to rectify this situation. We refer particularly to the Consumer Protection Bill. To that are added the future amendments to the Real Estate Brokerage Act which will allow a remedy at law in the case of sales of property made without the presence of a real estate agent, which are not at present covered by this Act.

These are definite measures, but we know they are limited. This is why we deem it necessary and essential for the Department of Justice to continue its efforts, establish a special department in these matters of fraud and fraudulent bankruptcy provided with the necessary specialized personnel, and ensure coordinated and energetic action by the Police Forces involved in this field.

CHAPTER IV

POLICE ORGANIZATION IN THE PROVINCE OF QUEBEC

Police services in Quebec are assured by the Quebec Provincial Police who work under the authority of the Attorney-General, by the Municipal Police Forces and also by the Royal Canadian Mounted Police.

The Attorney-General exercises his authority over the Quebec Provincial Police, but the Municipal Police Forces are not under his control. The Attorney-General has jurisdiction over Municipal Police only in cases where the Lieutenant-Governor in Council instructs the Director General of the Quebec Provincial Police, or any other person, to assume under the authority of the Attorney General the direction of the Quebec Provincial Police and all of the Municipal Police Forces which are designated. This exercising of emergency powers is restricted to cases in which the Lieutenant-Governor in Council feels that the health or public security is endangered in one part of, or the whole territory of Quebec. As for the Royal Canadian Mounted Police, it is entirely under Federal Authority.

A) QUEBEC PROVINCIAL POLICE

a) Its mandate

The Quebec Provincial Police is responsible for the maintenance of peace, order and public safety throughout the whole province, to prevent crimes and infractions of the law and to track down criminals and lawbreakers.

b) Personnel

The Quebec Provincial Police is made up of 3,402 policemen, divided as follows: 141 officers, 173 sergeants, 368 corporals, 2,670 constables and 50 cadets. If we add 798 civilian personnel attached to the force, the total is 4,200.

The regional structure of the Quebec Provincial Police is as follows: The Montreal Central Headquarters, the Divisions of Quebec and Montreal, the districts of the Lower St. Lawrence and the Eastern Townships.

- The Central Headquarters groups in Montreal the administration of the divisions and the districts.
- The Montreal Division is made up of 3 sub-divisions, 6 sections, and 53 Police Stations.
- The Quebec Division is made up of 2 sub-divisions, 3 sections, and 29 Police Stations.
- The Lower St. Lawrence District takes in 3 sections and 29 Police Stations.
- The Eastern Townships District has 6 Police Stations.

In 1970 the Quebec Provincial Police had 108 Police Stations scattered throughout the Province. Organization Chart No. XIV shows the structure of the Quebec Provincial Police.

The Quebec Provincial Police has recently undertaken the establishment of new regional administrative structures, having regard for the administrative structures established by the Economic Research Office of the Department of Trade and Commerce which was put into effect by the special Decree in Council No. 524, dated March 29th 1966. The Graph shows that the Quebec Provincial Police Stations have more personnel in the administrative region of the Lower St. Lawrence and in the North-West region, than do the Municipal Police Forces in the same area.

Incidentally, Tables Number XV, XVI, XVII which indicate the number of citizens protected by the Municipal Police Forces, the number of Municipal and Provincial policemen, and the consequent average rate for each area, do not include Police personnel from the General Headquarters of Montreal and of Quebec.

Table number XVIII indicates the distribution of Police Stations troughout the different regions.

c) The duties of the Quebec Provincial Police

In performing their duties of maintaining order and peace, preventing crimes and infractions of the law, and tracking down criminals, the Quebec Provincial Police has three main duties:

1. Criminal investigations,
2. Traffic surveillance,
3. The enforcement of the Quebec Liquor Law, Laws concerning Morality, and the Explosives Law.

In the field of criminal investigations, the Quebec Provincial Police has different departments with specialized investigators in the following fields: car thefts, general investigations, armed robbery, under-water investigation. These special squads which work out of the General Headquarters of each division or district, are on call to all outside divisions when needed, in order to carry out enquiries in their respective fields. In fact, the duties of Quebec Provincial Police are carried out in the following areas:

— In municipalities with their own strong Police Force, the Quebec Provincial Police will only intervene when asked to and in rather rare cases, except when there has been abuse of the Quebec Liquor Law, and certain laws which are the proper concern of the morality squads.

— In territories where the Police Forces are rather small, the Quebec Provincial Police will intervene in many cases of major crimes, leaving to the Detection Sections of the small Municipal Police Forces the task of criminal investigation of minor crimes.

— As for the small Municipal Police Forces which have no investigation department, the Quebec Provincial Police will carry out all criminal investigations.

— In addition, for all municipalities which do not have their own Police Force the Quebec Provincial Police will take care of all criminal investigations.

In 1967, a study of the Quebec Provincial Police was asked for. The report following this research was submitted in 1968. The following weaknesses were brought to light:

1. A multiplicity of levels of command which are an obstacle to effective communication between the directors and the man on the beat.
2. A near split of the Quebec Provincial Police into two distinctive police forces.
3. The presence of the same services in different branches of the administrative structures, i.e. personnel, treasury, archives, etc. which results in a fragmentation of energy.
4. Interference and trespassing of the specialized services (special squads, auxiliary units, etc.) in the regular work of the policeman in his division.
5. The unplanned allocation of manpower to the different sections such as the specialized squads, the subdivisions, the sections, etc.
6. Titles do not correspond in general to the position actually held by the titleholder, nor to his real responsibilities in the structure.
7. There is a certain confusion about who is responsible for what.
8. The Policies and applications seem to be incomplete and nebulous.
9. The civil servants are completely crushed by the existing police administrative structures.

Following this report the Director General of the Quebec Provincial Police with the assistance of his chiefs of staff has implemented certain recommendations of this report, in particular, has taken the necessary steps to bring about a decentralized system of police districts.

The object would be to eliminate the existing divisions and to establish regional police districts on the basis of the administrative areas drawn up by the Economic Research Office of the Department of Trade and Commerce.

In this way, those in charge of the Quebec Provincial Police wish to centralize at the level of the most important towns of the districts all the activities that are possible without loss of effetctiveness.

The guiding policies will therefore be worked out and controlled by the Central Headquarters according to the views of the Director General of the Quebec Provincial Police and his chiefs of staff.

Furthermore, the report from the experts recommended the establishment of five services, personnel, administration, technical, planning and operations.

With regard to civil employees working for the Quebec Provincial Police, it is important to mention that the Director General of the Quebec Provincial Police has no control over the selection of these people.

As for the new districts created in the Lower St. Lawrence area and in the Eastern Townships, there have been delays in the establishment of their premises. These delays were not the fault of the Directors of the Quebec Provincial Police because they have no control over the construction of these buildings.

B) MUNICIPAL POLICE FORCES

a) Municipalities

The Province of Quebec had, as of 1971, 1,599 municipalities divided as follows: 262 cities and towns, 285 villages, 507 parish districts, 157 township districts, 13 municipalities of united townships, 375 without any particular designation. To this number is added 74 county municipalities, 3 urban communities or regions (Montreal, Quebec, Outaouais).

b) The Obligation and the option for establishing and maintaining a Police Force

Section 52 of the Police Act imposes on cities or towns the obligation of establishing by By-law and of maintaining Police Forces in their territories.

The Lieutenant-Governor in Council may exempt a municipality from conforming to this obligation.

On the other hand, all other local municipalities within the meaning of the Municipal Code are authorized by this law, without being obliged to, to establish and maintain a Police Force.

Before the adoption of the Police Act, many cities and towns, or other municipalities within the meaning of the Municipal Code had already established a Police Force. After the coming into effect of this Act, certain cities and towns conformed to the requirements of Section 52 and a certain number of other municipalities within the meaning of the Municpal Code took advantage of the option offered by the Law to establish a Police Force. An inventory taken by the Police Commission showed that in many cases, they were Police Forces with very few men.

In this connection, in order to prevent the proliferation of small police Forces in Quebec, it will be necessary to alter the regulations of the Police Act thereby limiting the multiplication of small Forces while awaiting the proposed regionalization.

C) POLICE PERSONNEL IN 1970

A study made by the Quebec Police Commission dated December 31, 1970, revealed that 270 municipalities have a Police Force while only 308 municipalities, without maintaining a permanent Police Force, occasionally hire part-time policemen.

In effect, 227 cities and towns and 43 other municipalities as defined in the Municipal Code maintain a permanent Police Force, while 308 municipalities, 7 of which are cities and towns, without maintaining a permanent Police Force, occasionally hire part-time policemen.

Out of a total of 262 cities and towns who, according to the Provisions of the Act, should establish and maintain a Police Force, 227 municipalities maintain a permanent Police Force. Six cities and towns have made an agreement with a neighboring municipality to submit their territory to the jurisdiction of the Police Force of that neighbouring municipality. Seven cities and towns, while not maintaining a permanent Police Force, occasionally hire part-time policemen.

Other cities and towns have no Police organization at all, however, these cities and towns which have no Police organization, are not usually densely populated.

The number of permanent Municipal policemen is 8,274 while part-time policemen number 922. In addition, in the various Municipal Police Forces, there are 847 permanent civil employees and 151 part-time employees.

Graph number XIX describes Police Forces and Police manpower throughout the Municipal Corporations, whether, in the cities and towns or other corporations as defined by the Municipal Code.

D) VARIATION OF THE RATE OF DISTRIBUTION

The Province of Quebec has a population of 6,250,000, of which 4,900,000 are protected by the Municipal Police Forces.

Thus the rate of distribution of policemen per 1,000 citizens is established at 1.69 (1970) for the whole territory compared to a 1.8 rate (1969) for all of Canada. Graph number XX indicates, though, that the rate of distribution of policemen in cities and towns was 1.76 policemen per 1,000 citizens. There is however the matter of extreme variation of rates because they oscillate between 0.118 and 4.703 per thousand citizens in the case of cities and towns, and between 0.21 and 2.994 per thousand citizens for other municipalities within the meaning of the Municipal code. In the case of these latter municipalities the average rate of distribution is 0.339.

Graph number XXI shows clearly the variations of the rate of distribution of policemen. This graph divides the territories protected by population groups and indicates the number of Municipal Corporations served and the size of each Police Force.

This variation in the rate of distribution of policemen can be explained in two ways. On the one hand, the Police Forces do not have the necessary manpower to deal with all the needs, and on the other hand, Police Service needs vary considerably from one city to another.

E) FRAGMENTATION OF POLICE MANPOWER

Graph XXII shows that 26 cities and towns have a Police Force made up of 1 policeman; 67 have a Force of 2 to 5 policemen; 33 have a Police Force of 6 to 10 policemen, and 54 have a force of 10 to 25 policemen.

The 43 Municipal Corporations within the meaning of the Municipal Code which have a Police Force, have a total strength of less than 10, and more particularly, 21 Police Forces have only 1 policeman, while 12 Police Forces have only 2. Therefore the result is that 223 Municipal Police Forces of the 270 numbered in 1970, have less than 25 policemen.

If we consider that policemen generally work an 8 hour shift each day and that he benefits from statutary holidays, sick leave or annual vacations, we must conclude that 5 policemen are required to maintain one policeman on duty 24 hours a day, 7 days a week.

As an example, in a 25 men Police Force, not more than 5 policemen could be on duty at the same time. This is to say that, the number of policemen on duty on each shift in the smaller Police Forces, is restricted so that they cannot always offer the population under their protection the adequate service to which they are entitled.

All re-enforcements needed at peak hours reduce manpower at other times except when over-time is paid.

F) THE STRUCTURE OF THE POLICE FORCES

In general the Municipal Police Forces are made up of two departments: The Constabulary whose main function is the patrolling of the territory, and the Security Department whose main function is that of crime detection, seeking out offenders, and bringing them before the courts.

Gradually divisions have been created within the departments; for example, the patrolman has to deal with traffic control and car thefts, while the security department looks after frauds, homicides and morality offences.

On the other hand, because of their size, certain Police Forces have created administrative departments responsible for the writing of permits, communications, identification, internal communications, training, development, and public relations etc. In most instances it is in these administrative departments that one finds the civil employees attached to the Police Force.

All the Police Forces are under the direction of a Police Director or of a Police Chief.

In the larger Forces, the Director of each of these departments makes up, with the Police Chief, the General staff.

Under the director of each department different ranks are given to officers who exercise a certain degree of delegated authority over subordinate personnel.

The Police chain of command is usually as follows:

The Director or Chief, Assistant-Director, and various officers and non-commissioned officers, designated by different ranks according to the Police Force to which they belong, and the constables or policemen.

G) THE RESPONSIBILITIES OF THE MUNICIPAL POLICE FORCES

The functions of a Municipal Police Force are determined by Section 54 of the Police Act: to maintain peace, order and public safety in its territory, to prevent crime and infringement of its By-laws, and to seek out the offenders.

The Graphs permit one to determine in what proportion the Police Forces exercise their Police functions assigned to them by law and also the distribution of policemen throughout the different departments.

Graphs XXIV and XXV reveal that in almost all of the Municipal Police Forces, the functions of patrolling and of traffic control are the tasks principally carried out by the Police.

Following a study it was noted that 85% of the Municipal Police Forces of cities and towns were doing their own criminal investigations while only

68% of the other Municipal Police Forces within the meaning of the Municipal Code, were also doing their own criminal investigations on complaints from within their own territories.

On the other hand, 76% of the Municipal Police Forces state that they take an interest in Juvenile Delinquency and 58% are interested in the surveillance of moral offences.

We should accept the information on Tables XXIV and XXV with some reservations. Taking into consideration the manpower situation already mentioned, it is physically impossible for the Police to be able adequately to perform the duties mentioned. Actually, 93 cities or towns have Police Forces of less than five men, while 33 Municipal Corporations under the Municipal Code have only one each. Experience has shown that many Police Forces having stated that they do their own criminal investigations, do not have the personnel required to do thorough investigating, and the number of cases assigned for investigation to an investigator or detective was too great to permit him to do his work efficiently.

By referring to Graphs XXVI and XXVII we see that of 8,274 Municipal Policemen, 6,334 are patrolmen, 941 are assigned to Security Duties, 462 have other specific functions, while 1,167 exercise duties of a general nature.

It is clear therefore from these graphs that manpower in the constabulatry is seven times greater than the manpower in Security.

Policemen assigned to other duties work in the administrative, research and planning fields.

In a narrower perspective, Graphs XXVIII and XXIX which are for the cities of Montreal, Sherbrooke, Longueuil, Laval, Trois-Rivières, and Quebec show that an average of 85% of Police personnel are assigned as constables and only 15% to criminal investigation.

In a great many instances, the Municipal Police carry out supplementary assignments as collection agents. Graphs XXX and XXXI illustrate this.

From all this information appearing in the preceding tables, it is clear that most of the Police Forces cannot, by themselves, carry out all the tasks which the Law requires of them.

As a consequence, the Municipal Police Forces must turn to other Forces or organizations to be helped in their task of discovering and solving crimes.

HELP FROM THE QUEBEC PROVINCIAL POLICE

The preceding analysis and figures help us to understand why 164 Police Forces in cities and towns and 37 Police Forces in other municipalities have regular recourse to the Quebec Provincial Police in criminal investigation and in detection techniques.

PORTRAIT OF THE POLICEMAN

Graphs XXXII, XXXIII and XXXIV show us the principal characteristics of the Commissioned Police Officer and the Non-Commissioned Policeman, from the point of view of educational background, years of service and age.

From the statistics a picture emerges: The average policeman in Quebec is 32 years old, has 9 years service and has a scholarity of 10.33 years. Naturally the large Municipal Police Forces contribute greatly to increasing the average, and furthermore as a consequence of the higher level of education in Quebec in recent years, the new recruits in the Police Forces have contributed to the rise of the general average.

H) FIRE PROTECTION

We have described in this chapter the duties of the policemen but it is important to note that out of a total of 270 Police Forces in Quebec, many have a double duty, since in addition to their police role these forces must also take on the task of protection against fire. It is anticipated that these double duties of several Police Forces will continue for a long time in certain areas for to put an end to this situation would lead to a considerable increase in cost.

c) MONTREAL POLICE

The City of Montreal Police Force employs 4,418 people, of which 3,817 are policemen and 601 are civil employees and auxiliary personnel. Its budget for 1970 was more than $50,000,000, which is one third of the combined budget for all the Police Forces in Quebec, including the Provincial Police. The population of Montreal is 1,460,000, approximately one quarter of the total population of Quebec. The Montreal Police Force is the sixth largest in North America.

Its reputation is well established both for the initiatives taken in the face of the complex problems of crime, public events and demonstrations, and the constant effort to achieve a high level of efficiency.

For a long time now, the City of Montreal Police Force has had a Police School, where a great effort is made to give basic training and development courses, not only to its own members, but also to those from other municipalities.

With its 3,817 policemen, the Montreal Police Force has 50% of all the Municipal Police manpower in the Province of Quebec. The different graphs, relative to the Police Forces of the Province, for this chapter, include the Montreal Police Force which in many cases causes the general averages to be higher.

It is clearly impossible in a study of this kind to deal with each of the large Municipal Police Forces of Quebec individually, but we had to look at the largest Municipal Police Force in Quebec.

d) URBAN AND REGIONAL COMMUNITIES

In 1969, the Government of Quebec created the Quebec and Montreal Urban Communities and the Outaouais Regional Community.

MONTREAL URBAN COMMUNITY

The Act which created the Urban Community of Montreal placed particular importance on public safety. Therefore, a Security Council was created by that Act, of four members presided over by a Judge.

The duty of this Security Council is to study the needs and problems of the Police in the Urban Community, and the most desirable measures of coordination between the different Municipal Police Forces. This Security Council is also responsible for formulating, for the Urban Community, By-laws which are important for the quality and the effectiveness of the Police services.

In accordance with its mandate the Security Council, on the 26th of August, 1970 laid a report before the Executive of the Montreal Urban Community, explaining the measures needed to completely integrate the Police Forces of the Island of Montreal in carefully planned stages over the next five to ten years.

The Security Council made an inventory of Police Personnel and equipment at the disposal of the Police services.

Since its inception, the Urban Community has adopted certain By-laws concerning Police matters.

1. A By-law creating a police squad specially trained in the dismantling of bombs.
2. A By-law giving all Police Forces access to the Montreal Police Central Bureau of Information.
3. A By-law requiring all Police Forces which are in the Urban Community of Montreal to assist each other when necessary.

4. A By-law establishing the norms for the hiring and training by all Police Forces within the area of the Montreal Urban Community.

5. By-laws concerning expenditures relative to Police services.

Last March, the Urban Community Council adopted By-law No. 26 which set the date of January 1st 1972 for the integration of all Police Forces in its territory. The Municipal Commission of Quebec was given the duty of implementing the By-law. It held public hearings to allow the municipalities concerned and other interested parties to air their views. By-laws have been presented to the Lieutenant-Governor in Council whose final decision will also take into consideration the viewpoints of this White Paper.

THE OBJECTIONS TO INTEGRATION

This first major change in the organization of the Police Forces of Quebec has not happened without stirring up objections. According to some municipalities, the change meant a radical transformation of the relationship with their policemen. They feared that the quality of the service would be diminished.

Some municipalities have had, or fear in the future, the burden of an increase in their budgets for Police services.

Since March 27th, 1970, the Police budgets have been established so that each member municipality pays its share of the expenses to the Montreal Urban Community. Some municipalities do not agree with this approach, for they say that their requirements are less than their neighbours.

Other Municipal Administrators are worried about the money they have to pay for policemen's pensions and other fringe benefits.

PROBLEMS RAISED BY INTEGRATION

Among the problems raised by integration, we should mention that the lack of a clear plan has left unanswered some very important questions. It is not clear how this integration will take place, by which stages, by what criteria the Police and civil personnel will be reassigned, what property belonging to the municipalities will be transferred to the community, what tasks will be given to the policemen from now on.

The composition and the role of the Security Council were also subjects of discussion. Some wanted a majority of elected representatives, while others preferred a representation which would reduce the number of elected members. On the other hand, some wished the Security Council to have a greater say in the administration of the Urban Community Police Forces.

QUEBEC URBAN COMMUNITY AND THE OUTAOUAIS REGIONAL COMMUNITY

The Law authorizes the Quebec Urban Community and the Outaouais Regional Community to adopt a By-law to be submitted for the approval of the Lieutenant-Governor in Council which will state that the communities will be competent to coordinate Police and Fire Protection services and to integrate all their Police Forces.

e) COORDINATED AND INTEGRATED SERVICES

To date, neither of the two communities has adopted such a By-law. As a result, the municipalities who make up the Urban Community have continued to exercise their individual control of Police matters.

So far, only a few municipalities have taken adventage of Section 60 of the Police Act which authorizes a municipality to share Police protection with another which is situated within a 20 mile radius or closer, or to offer to the neighbour the use of its detention facilities and the services of its own Police Force, or to organize a united Police Force with another neighbouring municipality.

In 1969, the Quebec Commission acknowledged that only 7 cities or towns had concluded agreements of this kind. In 1970, the Commission was asked to approve only two such agreements between municipalities.

The municipalities have shown little interest in forming such agreements between themselves, even though it is evident that Police services would be more effective.

THE ROYAL CANADIAN MOUNTED POLICE

The Royal Canadian Mounted Police is a Federal Police Force under Federal Government Law. The R.C.M.P. can act anywhere the Governor-General in Council and its members wish it to. They are directed by a Commissioner and are Peace Officers everywhere in Canada.

The Solicitor-General of Canada's Report of October 1, 1970 revealed that the R.C.M.P. was in 1969-1970 made up of 9,303 policemen, of which 646 are established in Division "C" based in Quebec.

In eight of the ten provinces in Canada, the R.C.M.P. sees to the implementation of Federal and Provincial laws. They also look after municipal By-laws in about 150 municipalities in these provinces. Only Quebec and Ontario have established their own Provincial Police Forces.

The jurisdiction of the R.C.M.P. in Quebec is confined to the implementation of the laws relating to: food and drugs, narcotics, customs and excise, counterfeit money, and to a few laws pertaining to the Criminal Code. The R.C.M.P. has a particular interest in certain aspects of the fight against crime such as Organized Crime and terrorism.

In addition, from their National Centre of Information on Crime, they gather, analyse, file and circulate information to all the different Police Forces in Canada concerning people implicated in criminal activities.

The R.C.M.P. serves also as a liaison between the different Police Forces in Canada and other countries. For example, the R.C.M.P. represents Canada at the International Organization of Police Forces (INTERPOL) and from this, ensures a liaison between the Canadian Police Forces and those of 104 other countries.

The R.C.M.P. research laboratories have as a principal aim to obtain for the Canadian Police Forces, authorized judicial agencies, and for the courts, the necessary information to identify criminals and their criminal records, and are able to offer their expertise. The laboratory equally contributes to the training of policemen in the field of judicial identification.

The R.C.M.P. also has a permanent service of judicial identification which supplies information about the description, modus operandi, and photographs of criminals.

A Canadian Police Information Centre is now being set up by the R.C.M.P. and will be at the service of all Canadian Police Forces. Thanks to a computer, it will soon be possible to compile information relating to crime all over Canada, analyse this data and re-distribute it to the various Police Forces.

We can anticipate in the near future the installation of such a link at the Quebec Provincial Police Headquarters ,which will be connected to the R.C.M.P. Central Computer according to certain rules established by the Lieutenant-Governor in Council, of the Province of Quebec.

This center will also be linked to the Center set up by the F.B.I. in the United States and known by the name of "The National Crime Information Center". The Canadian Information Center will report cars which have been stolen for more than 24 hours, or wanted persons, and stolen merchandise.

G) OTHER SERVICES AND AUXILIARY SERVICES

1. The National Ports' Police

The National Port Commission Police are under the jurisdiction of the Federal Act Chapter 187 of the Statutes of Canada revised in 1952 and modified in 1953-1954 by Acts 2-3 Elizabeth II Chapter 60.

An agent named by a superior court judge on the request of the National Ports' Commission is a Peace Officer, within the meaning of the Criminal

Code, on the properties of the National Ports and within a radius of 25 miles of this property.

There were 156 officers and constables in the National Ports' Police in Quebec in 1970, of which 123 were attached to the Montreal division and 33 to the Port of Quebec.

The extra-territorial jurisdiction that these National Ports' Agents cover, sometimes overlaps other jurisdictions.

The maintenance of a well developed system of coordination and cooperation between Police of the National Ports and the other Police Forces in Quebec is of the utmost importance.

2. Railway Police

The constables of the Railways are appointed under the By-laws of Chapter 234 of the revised Statutes of Canada 1952.

These agents are Peace Officers within the meaning of the Criminal Code and have as duties, the maintenance of peace, the protection of the personnel and the property of the Railway companies under Federal jurisdiction, against illegal acts which may be committed both on the railway and everything related to it, which is within the limits of a quarter of a mile.

3. Special Constables

According to the Police Code, the Attorney-General may approve the appointment for a stipulated length of time determined by him, persons designated as Special Constables.

These Special Constables may only exercise their duties as Peace Officers within the limits designated in their appointment.

Special Constables, named by the Mayor of a municipality under Section 65 of the Police Act, carry out their duties under the authority of the Police Director of the Police Chief of the Municipality.

Except for these Special Constables who are under the authority of a Municipal Police Director, the other Special Constables are under an auhtority other than the Police.

4. Private Agencies and Industrial Security

In addition to the various Police services that we have mentioned, we must also consider Private Investigation and Security Agencies.

These agencies are regulated by Chapter 42 of the Quebec Provincial Statutes 1964. These investigation and security agencies must have an Agent Permit issued by the Attorney-General.

In the case of a security agency, the surety bond is $10,000, while in the case of the detective agency, it is $5,000.

The cost of the Permit for a Security Agency is $800 and for the Detective Agency is $400. A few of the agents have a restricted permit to carry firearms. The request by an agent to carry firearms is made by his agency.

In Quebec in 1970, there were 46 Security Agencies and 32 Detective Agencies with a total personnel of 8,180.

These agencies are mainly concerned with guarding public and commercial centers and large apartment buildings. They also transport money and protect certain financial institutions.

These agents are responsible also, in some cases, for security in private parking lots, for crowd control at sporting events, and at other large public gatherings.

Private detectives are sometimes asked to investigate company employees and any other matters which their client might ask of them.

The need for industrial security has brought about the hiring of people specially trained to protect industrial buildings and properties. The development of Security Agents in this field has been rapid. Within the last few years, many large company have established their own security services, for example Hydro-Quebec. The need for specialized personnel has driven large companies to call on the services of recognized security agencies or to create their own.

Private detectives and security guards are not, according to the law, Peace Officers. However, when a crime is committed they do have the same power as that of an ordinary citizen, to make a citizen's arrest as in the case of a suspect caught red-handed or in the case of Section 437 of the Criminal Code relating to the representative of the proprietor.

In virtue of Chapter 53 of the 1964 Quebec Statutes, the Lieutenant-Governor in Council may in general, or specifically, authorize the coordinator named for Civil Protection, to direct, make decisions and coordinate the prepartion and the carrying out of all measures required for the protection of the civilian population and their property. The Coordinating Minister is at the present moment the Minister of Justice. The Civil Protection Service of the Provincial Government of Quebec numbers about 100 employees scattered throughout Quebec.

The Civil Protection Service at present has the role of consultation and coordination to the Government services, Municipal services, and to those of larger companies in order to take inventory of the available resources in a given region and to prepare emergency measures. It acts also as an advisor in anticipation of putting emergency measures into effect.

The Civil Protection service has set up communications networks, such as those in the regions of Montreal, Quebec, Trois-Rivières, Sherbrooke, Saguenay, Lac St-Jean, etc.

In all emergency situations, the contribution of the Civil Protection organization can be extremely important. This role will be all the more effective as the emergency measures will have been planned in advance with the help of the municipalities, the Government services and other organizations ready to lend their help to the authorities in the event of disaster, cataclysm or any other situations needing emergency measures.

6. The Institute of Legal Medicine and Scientific Detection

The Institute of Legal Medicine and Scientific Detection founded in 1914 under the name of the Provincial Laboratory of Research in Legal Medicine was the first laboratory of its kind in America.

This institute has two divisions, one in Montreal and the other in Quebec City. The Institute of Legal Medicine in Montreal is particularly well equipped, while the one in Quebec City is still waiting for the essential equipment.

In a world where techniques are highly developed, every day the policeman must base his evidence on scientific knowledge. The application of science in crime detection is more and more important.

In this connection, 157 Police Forces have stated that they have used the services of the Institute of Legal Medicine and Scientific Detection in 1970. The work and the expert opinion of the Institute touches on all aspects of legal medicine, and of scientific police techniques: pathology, scientific detection, and toxicology, firearms and balistics, chemistry, etc.

It is important that this Institute be given sufficient personnel to assist all the Police Forces in Quebec with their scientific expertise. The Department of Justice is now re-studying its whole organization.

It is also necessary that a real collaboration be established between the Institute of Legal Medicine and Scientific Detection, and the universities in order to train the required technicians and specialists.

CHAPTER V

POLICE DUTIES

DUTIES AND POWERS OF THE POLICE

It is not the purpose of this book to make an exhaustive study of the powers of the Police. In this connection the powers which the law gives to the Police to accomplish their duties are often exaggerated.

The Police have only the powers which have been given to them by the Parliament and its legislators. The Parliament and its legislators have been careful to maintain a reasonable balance between the demands of overall security and the protection of the fundamental rights of citizens. According to law, the policemen have almost the same powers as those given to every citizen in Quebec.

Citizens, like policemen, can when a law has been broken or a crime committed, bring a complaint before a Justice of the Peace, who will authorize the issuing of a summons or a warrant. In the case of criminals caught red-handed, policemen, like citizens, can proceed to arrest without a warrant a person as he is committing a criminal act or trying to escape legal arrest.

However, only a Peace Officer can arrest a person whom he suspects, with reasonable grounds, is about to commit a criminal act. In this case, the policeman cannot act on suspicion only, nor in the hope of obtaining information needed to confirm his doubts.

A suspect does not have to answer questions which a policeman asks him; therefore, the powers of the police are limited.

THE QUEBEC PROVINCIAL POLICE

The members of the Quebec Provincial Police are charged with the enforcement of the Criminal Code and of some Federal Legislation relating to crimes, such as the Juvenile Delinquency, the Criminal Identification, and Fugitives from Justice. They are responsible for the enforcement of the following Provincial Legislation: the Highway Code, the Liquor Laws, Law for the protection of Juveniles, and the Fire Investigation Law. When exercising emergency powers in accordance with the Police Act, the Quebec Provincial Police sees to the enforcement of the By-laws of each municipality designated in the order in Council adopted to this effect by the Lieutenant-Governor of Quebec.

MUNICIPAL POLICE

The Municipal Police are responsible for the enforcement of the provisions laid down in the Criminal and Highway Codes, and any Municipal By-laws in their respective municipalities. These Municipal By-laws normally are concerned with health, peace, order and the safety of their citizens.

THE ROYAL CANADIAN MOUNTED POLICE

In Quebec, the Royal Canadian Mounted Police usually are responsible for certain Federal Legislation relating to Narcotics, Customs and Excise, Unemployment Insurance, Food and Drugs, Investigations of Monopolies, Federal Income Tax and Corporation Tax, and Indian Affairs. They also are responsible for the enforcement of the Criminal Code with respect to certain particular infractions.

Even though the members of The Royal Canadian Mounted Police, the Quebec Provincial Police and the Municipal Forces are Peace Officers and they have the necessary powers to assure the respect due to the Criminal Code, custom has resulted in a sharing out of the responsibility among the different Police Forces.

The Municipal and Quebec Provincial Police Forces transmit information about drugs and counterfeiting to the Royal Canadian Mounted Police.

THE EXERCISING OF POLICE POWERS IN QUEBEC

Table XXXV indicates the normal spheres of activity of the various policemen in the Province of Quebec.

The most important powers conferred on the policeman are those allowing arrest and search. But, as already mentioned, these powers conferred on the Police are limited.

Except in the case of a criminal being caught in the act, of immediate pursuit, the attempt to prevent a crime or of certain other circumstances set out in the Criminal Code, and of persons found in the process of endangering the peace, order, health or public security contrary to a Municipal By-law, according to the Police Act, the policeman must make a complaint under oath, before a Justice of the Peace in order to obtain a warrant before proceeding to arrest anyone.

The Report of the Canadian Committee on Penal and Correction Reform has underlined that the policeman does not have the right to detain a person for reasons of investigation, if it is not within the authorization of Section 435 of the Criminal Code. We should mention also the case of the policeman who would have this authority according to sub-section (ii) of paragraph (c) of Section 451. Also a policeman has the right to ask a person to accompany him to the Police Station for questioning. But should this person refuse to agree to this demand, the policeman must let this person go free or effect an arrest for a specific infraction. His action must then be based "on reasonable and probable grounds" that the suspect has committed or is about to commit a criminal act. Any policeman who decides to make an arrest must always be ready to justify his actions before a court of law.

Except in the case of offences relating to unauthorized or restricted use of firearms, and in certain clauses contained in some laws such as the Narcotics law, the Right of Search is a direct consequence of the power of arrest. Except in the aforementioned cases relative to firearms, the policemen usually do not have the right to enter premises in order to carry out a search without a warrant issued for this purpose.

When a person is arrested with or without a warrant, the right of search applies not only to the person but also to the places under his control.

The policeman cannot deprive any citizen of his freedom. If he obtains confessions or statements he must show that this information has been obtained freely and voluntarily. Since the suspect does not have to answer any questions that the Police may ask him, he can, before making any declaration, ask that a lawyer be present.

Some members of the R.C.M.P. in the enforcing of four Federal Laws 'Customs, Excise, Narcotics, and the Food and Drug Laws" are endowed with a "hardline" mandate. This type of mandate authorizes the designated persons to search without warrant wherever they feel it is necessary to investigate.

The holder of such a mandate is able to enter any building, including private dwellings, using force if necessary, the only condition being that there are sufficient grounds to warrant such action. These mandates are very broad but are only given to a very restricted number of officers in the Royal Canadian Mounted Police.

Certain special powers of search are allowed without a warrant. Thus, Section 98 of the Criminal Code authorizes the search, without warrant, of all persons and vehicles or again, the search of all buildings other than private homes, when a Peace Officer has reason to believe that a crime has been committed or is being committed, relating to forbidden firearms and their restricted use. Section 10 of the Narcotics Legislation states also that a policeman may enter and search all premises other than private homes without a search warrant.

The explosives law also permits certain specially appointed agents of the Quebec Provincial Police to effect searches without warrants.

Concerning the powers of arrest and search, there are difficulties in the interpretation of the nature and understanding of these powers. Nowadays the trend is to the use of a summons to bring a person before a court. Bail Reform Legislation which changes the Criminal Code considerably and which should be in effect very soon, favors the use by the policeman, of procedures of release in preference to the exercising of his powers of arrest and detention. For example, Section 74 of the Highway Code permits the offender to sign an agreement to appear in court. Once he has agreed to appear, he is given his notice in writing by the policeman and he is able to continue on his way.

Section 58 of the Police Act states that no person can be arrested for infraction of laws pertaining to cities or towns, offences against the Municipal Code, or By-laws of the Municipal Charter or Municipal By-laws without first being served with a warrant by a Justice of the Peace.

Nevertheless all Municipal Policemen have the right to arrest, without a warrant, any person they find "disturbing the public peace, order, health and safety, contrary to Municipal By-laws". Thus the powers of arrest without a warrant of persons found to have broken Municipal By-laws are limited by this section.

To maintain peace and public order, the Policeman has certain powers of compulsion. He may even use force on a citizen who attempts to escape, or resists arrest.

When employed this force must not be abused. A policeman who proceeds to arrest without authorization by law or who being authorized does not have reasonable or probable reason, or again who uses force in an abusive manner is no longer protected by Section 25 of the Criminal Code. In this connection, the policeman who employs excessive force may be held criminally responsible for every excess. Moreover, the policeman who abuses his authority or who uses excessive force is civilly responsible for damages.

In this contingency, the policeman has not the same immunity which he has when he carries out an arrest or search. Furthermore, the policeman who oversteps his lawful powers is open to disciplinary action. In this regard, the Quebec Police Commission may hold an inquiry into the conduct of any policeman and formulate recommendations so that sanctions may be imposed on the policeman, after having heard his statement of the facts.

It appears from this that not only are the policeman's powers limited but they are also controlled. This control is exercised either by a Criminal court or a Civil court, either by a disciplinary Council or by the Quebec Police Commission. Therefore, there is no reason to imagine that the policeman enjoys excessive power which threatens individual liberties and the principle of legality. It is still the case, however, and this is normal that the policeman has more powers than the citizen.

There is no reason to call in question the powers of the policemen, we ought rather to scrutinize their methods.

Even though every citizen has a remedy at law against policemen who exceed their authority there exist, however, certain legislative loopholes.

The Municipal Policeman involves the responsibility of which employs him but when he acts as a Peace Officer within the meaning of the Criminal Code, he does not commit the Municipality and he is then personally responsible for any damages incurred during the use of excessive force or of illegal arrest.

Some Collective Agreements have special clauses stating that payments will be made by the Municipality of any amount which a policeman may be required to pay after judgment has been made in a damage suite.

When the members of the Quebec Provincial Police are working as peace officers, they are considered as representatives of the Attorney-General. If they overstep their authority, they can be prosecuted personally.

If the policeman is unable to pay, the citizen has only an illusory remedy at law. English Law has a particular clause in regard to this problem. The citizen may take action against the Chief Constable for the acts or omissions of a constable while performing his duties, just as an employer is responsible for his employees' acts.

The local authority must then reimburse the Chief Constable of the Police Force for all fines and expenses incurred in the legal action.

The law governing the Royal Canadian Mounted Police, as modified in 1957, decrees that in order to determine responsibility, a member of the Royal Canadian Mounted Police Force is a representative of the Crown.

In Quebec, it should be clearly stipulated that the authority which hires the policeman is responsible for his acts or omissions, while this person is legally performing his duties.

B) RELATIONS BETWEEN THE POLICE AND THE PUBLIC

The Police in Society

The Police exist for society. It is on behalf of society, and not for themselves, that the police are called on to play their role in society. It is important, therefore, that the Police be integrated into society and that they establish and maintain a harmonious relationship between themselves and the citizens. These relationships cannot be achieved without a real appreciation of the Police role, in society.

Some policemen and some citizens do not propertly understand the social aspect of Police work. This misunderstanding widens the gap which separates the Police from society. The policeman often complains about this lack of understanding. He is sometimes the target of verbal and written attacks and becomes the scapegoat for all of society's ills for which he is not responsible. The policeman is often unsatisfied with his relationship with the public, and complains about its lack of cooperation, etc.

The policeman often has the impression that he has been left to himself in the fight against crime, that the public is not backing his efforts, and that the public hampers and even counteracts his efforts.

This acute problem of the relations between the Police and the public runs the risk of becoming more critical, for the policeman has not clearly grasped his true role, even if in general one could say that he understands exactly what his legal duties are.

Similarly, some citizens have a limited idea of Police duties. In the eyes of many, their duties are coercive and repressive: enforcing Criminal laws and arresting citizens who violate the Penal Code. Moreover, the public doubts the effectiveness of the policeman and notably his capacity to control social conflicts and his competence to throw light on crimes.

Poverty, unemployment, and ignorance result in frustrations among certain citizens, which in some cases generate a feeling of bitterness, and provoke a greater aggressiveness against the Police who are "the visible personification of the authority of the Law".

The Police must evolve at the same speed as society, in order to understand the problems which accompany such an evolution, intervene to prevent violence, and in the face of violent events, mitigate their effects.

Urbanization, industrialization and a certain sharing of property, the new services era brought about by the coming into predominance of this force, the appearance of a new kind of great urban centre, require a change in the traditional activities of the policeman.

The past decade has seen a very swift social, ideological and cultural evolution, so rapid that the Police Forces were not always able to keep up with it. Nevertheless, certain police characteristics were maintained during, and in spite of, this rapid evolution, with all the consequent tensions.

Nevertheless, some Police Forces have become aware of the problem and have tried to improve their relationship with the public. Thus, certain Police Forces have created community relationship services.

Other ways of adapting themselves to the new circumstances were found, for example the creation of "Youth Squads". The setting up of crowd control squads also meets actual social needs.

C) CATEGORIES OF DUTIES

1. The Patrol

The work of patrolling is generally put in the hands of the section called the constabulary. It is this section which is found to have the greatest contact with the population.

The patrol uses 80% of the available policemen. The great majority of calls from citizens are referred to the patrolman. It is interesting to note that, according to a Montreal Urban Community report, 8 out of 10 calls received were not concerned with criminal matters.

The patrolman has to be ready for almost any situation: people injured in an accident, natural or accidental deaths, damaged roads, ruptured water mains, false alarms, missing persons, domestic quarrels, reports on accidents, surveillance of crosswalks, parking problems, reports on misdemeanours, and communication with the specialized sections.

In the urban district, the patrol is carried out in three ways:

1. The walking of a beat in a designated geographic area.
2. The motorized Police patrol covers in a short time a larger area in order to discourage criminal acts by its many unforseeable appearances.
3. To this second type of patrol is added in some Police Forces a third one which is not restricted to any one area but can appear anywhere.

The determining factors in the establishment of the different patrol sectors are:

1. The demographic factor: The Police Directors assign policemen, taking into consideration the population density.
2. The concentration of commercial, industrial establishments, and residential buildings; certain urban sectors where the concentration is more dense, are more often the hub of crime.
3. The social factor: Certain sectors where different social, economic and cultural groups co-exist are subject to greater social tensions and require the frequent intervention of the Police.
4. The crime incidence factor: The incidence of crime plays a role in the determination of the size of a factor. In a sector where crime is more frequent, a more constant Police presence is required.

The Patrol is essentially a presence, a way to observe and a mean of surveillance. By paying attention to people, to their needs, and to the incidents which arise in his sector, the patrolman is the eyes and ears of the Police.

The patrolman follows the movements of certain people and also the activities of the population. He should — and this goes without saying — be the best informed policeman about events happening in the sector he has to patrol.

The patrolman's work is confined to the public thoroughfares, and places with easy access. He will only enter a public or private establishment when asked to or should a specific reason make it necessary.

Crime in the newer urban centers where highrise offices and apartment buildings are found, escapes the patrolman's surveillance. Sometimes, security guards make up for the absence of the patrolman in these vast buildings.

THE NEED FOR THE PATROL

The patrol is, in effect, the backbone of a Police Force, but its importance and its role is not properly appreciated.

A large number of criminals are arrested by the patrolman. To him we are greatly indebted for the prevention of crime.

However, the patrolman often does not fully realize what is expected of him and the importance of his role within the police structure. The nature of his work contributes to his being deprived of essential contacts with his superiors and as a consequence he does not get specific guidance in his daily routine. In many cases, no attempt is made, even at the change of shifts to explain for the benefit of the patrolman, the objectives and the precise tasks which the Police Force as a whole, is depending on him to perform.

As a result the patrolman, often badly informed of the objectives to be achieved, adopts a passive attitude, and is content to drive around his sector, instead of acting as a vigilant observer and crime preventor.

The patrolman is all the more inclined to adopt an attitude of disillusioned routine toward his work which is constantly turned upside down by the calls he receives.

His progress is constantly broken up by calls which oblige him to hurry from one end of his sector to the other. Just as he starts a methodical search for a stolen vehicle, he gets a call to go to settle a domestic quarrel. This constant coming and going is often only wasted energy which is detrimental to the success of his work and results in his exasperation.

In addition, we frequently forget the guiding factors which go to determine the composition of patrol teams. By virtue of the seniority principle, certain collective agreements permit the policemen to choose their preferred patrol areas. This often results in the more experienced patrolmen being concentrated in sectors which need less surveillance and less competent policemen. On the other hand, it is often necessary to dispatch inexperienced patrolmen into more troubled areas.

The lack of coordination also makes itself felt in other ways. Contact between the patrolmen and detectives is lacking, and moreover the different patrols do not communicate with each other often enough.

Thus patrolmen are not always consulted for information or to give practical suggestions or to contribute at all, to the investigations made by the detectives.

Often the different patrols neglect to pool their information, so that even though there are many patrols, crime prevention remains weak.

SPECIALIZATION

In certain Police Services, the contribution of the specialized sections as a new form of patrolling has certainly brought a remedy for the existing weaknesses. These mobile units are exempt from ordinary calls. They operate only when some crime is committed, or in the event of a demonstration, and they are not confined to any one area.

The work of these units is based on team spirit. They have given up the idea of individual action in order to act as an integrated team.

This type of patrol in the main centres seems to be the most appropriate for crime prevention, mob control, and the requirements of police action in any incidents where its intervention is necessary.

Among these patrol groups, some are responsible for the young people. The need for the prevention of juvenile delinquency, and the need to improve community relations with the adolescents has in some Police Forces, resulted in the creation of Youth-Squads or Community Squads.

The policemen have entered a field which even if it is not part of their traditional Police functions, is at the present moment very necessary.

The Police educator tries to meet young people in parks, in or near schools, or at their various meeting places. Certain policemen have become at home in the most diverse circles, organized recreational activities, and motorcycle gangs. They have thus penetrated into areas where delinquency problems could arise.

The role of the Police in regard to youth still seems to be badly defined. The qualities required for action in this sector have not been preciseiy determined. Often the policeman is not properly trained in this field, and this inadequacy may spoil a good opportunity to prevent juvenile delinquency.

2) TRAFFIC CONTROL

Quebec has not escaped the modern need to travel farther and faster. One has only to look at the spectacular increase in the number of vehicles.

In 1906, Quebec had only 167 vehicles on its roads, but in 1970 there were 2,396,212. Table XXXVI shows this progression.

THE EVIL EFFECTS OF TRAFFIC

Traffic is a killer. In 1970, in the Province of Quebec alone, there were 164,700 accidents of which 1,411 resulted in loss of life, 28,891 resulted in injuries, and there were 134,398 cases of property loss.

The roads take their toll in every part of society; of the persons who died following an accident there were 661 drivers, 422 adult passengers, 55 young passengers, 237 adult pedestrians, 231 young pedestrians, 19 adult cyclists, and 48 young cyclists. Among the dead were 1,018 men, 315 women, 215 male children and 107 female children.

In short, highways kill five times as many people as do crimes of violence, and also cases of assault are five times less frequent than accidents causing bodily harm.

Let us note that three-quarters of all hit and run offences are not solved: in 1970, there were 7,288 hit and run cases of which only 1,761 terminated in arrest while 5,527 of these drivers were never apprehended.

THE ROLE OF THE POLICE

Faced with a road accident, the Police must first of all take care of the injured, get medical help and transport them to the hospital. He must also make a report to the Department of Transport, and gather the evidence for judicial purposes if necessary, and quickly determine the cause of the accident.

The Police also play a preventive role by causing the Highway Code and the Municipal By-Laws to be respected. They help to educate the public in highway safety by holding lectures in schools ,and by press releases. The Policy try to make the public aware of the danger which exists on the highway in order to reduce the number of accidents.

The Quebec Provincial Police, where there are no Municipal Police Forces, carry out traffic patrols both on the main highways and on the secondary roads.

The Highway Office has set up a special Police Patrol. This service also gives courtesy help. The highway patrol is linked to the regional communications network of the Montreal Police Services but has no communication with the Quebec Provincial Police.

In every large urban center, there is a specialized service which analyzes, does research, plans and proposes amendments to By-laws relative to traffic control. This specialized service takes in, ordinarily, the school-crossing security guards.

The Police, like ordinary citizens are often lost in the multiplicity of legislative clauses and By-laws concerned with traffic on the roads.

Municipal Corporations adopt Municipal By-laws which are often nothing more than duplications of clauses of the Highway Code. This overlapping of regulations leads to some confusion.

In addition to the Traffic By-laws, we must also note the existence of municipal parking By-laws. Municipal By-laws which regulate parking, establish either parking meters, or time-limited parking, or indicate prohibited parking and stopping areas.

The policeman is often given the duty of seeing to the application of parking By-laws.

Taking into consideration the salary paid to policemen, it is inconceivable that they are required to give out parking tickets, act as security guards on crosswalks, or act as collection agents for the money in parking meters. It is really necessary to have special Police training to accomplish these tasks?

In 1969, according to a statement of the Public Security Council, the Montreal Police Department issued 606,491 tickets for illegal parking and traffic infractions. From these figures, we are able to ascertain the cost in time and money of such work.

In Great Britain, the surveillance of parking and of crosswalks is the duty of "Traffic Wardens", in France, hired personnel do this type of work, and in the United States, a good number of municipalities have "Meter Maids". These people may be either men or women.

It is the duty of the Police, however, as stated in the Highway Code, to prepare reports on accidents. This preparation of reports used to take up a lot of his time. The Police Commission has thus found it necessary to adopt a special regulation to standardize the report form to be used by all Police Forces.

With regard to violations of the traffic laws, it should be noted that at the moment there is no central service to compile the infractions committed by each driver. Since there has been no particular effort to make this compilation, drivers' habits have not improved but on the contrary have influenced other drivers so much that the risk of accidents is increasing instead of disminishing.

It has been established that certain Police Forces often at the instigation of the Municipal Councils, practice a policy of over zealousness, in order to enrich the Municipal treasury. Instead of exercising a surveillance to prevent accidents, certain municipalities have even used the "trap" formula.

In addition to traffic tickets, the Police issue warning notices which usually carry no sanctions. The Quebec Provincial Police, for example, in 1970 issued 153,134 traffic violation tickets, and in addition it issued 189,193 notices about mechanical deficiency of vehicles. It also issued 9,381 warrants, summonses and subpoenas.

It is noted that at the present time in the realm of traffic circulation, the Quebec Provincial Police and a number of Municipal Police Forces are required to escort heavily loaded vehicles or those transporting buildings. In many cases the transport company incurs no expenses for this service. In 1970, the Quebec Provincial Police alone gave assistance in 2,770 transportation cases of this type.

CRIMINAL INVESTIGATION

Criminal investigations are taken care of by investigation sections and detectives whose number and training vary according to the importance of the Police Force.

When the Police Force is large enough, this investigation section is broken down into specialized divisions for the detection of particular crimes, such as Fraud, Homicide, Arson or offences generally looked after by the Morality Squad.

In many Police Forces, however, the detectives and investigators were neither trained nor given the essential grounding which are indispensable for such duties.

The consequences are that, in spite of the best will in the world, the rate of crime detection still remains very low. This situation is even found in the larger Police Forces and can be attributed no doubt to the difficulty of the enquiries and also to the fact that each detective has too many cases to investigate. The rate of detection remains unsatisfactory for other reasons too: lack of coordination between patrolmen and detectives, insufficient information, sometimes a lack of interest on the part of the investigator, lack of up-to-date criminal technology, and its proper use.

For crime to be solved, the investigator or detective must question the victims, the suspects and the witnesses, collect evidence from the scene of the crime and establish a link between the criminals and the stolen objects or the vehicles used to perpetrate the crime.

THE SKILLS OF INVESTIGATORS

Investigators everywhere are so overwhelmed by the flood of new cases, that they have difficulty meeting the demand. The present system of promotions and transfers often has the effect of depriving the specialized services of their best men, for example the detective who deserves and receives a promotion is immediately completely absorbed in administrative duties, while he is succeeded by policemen without experience.

The act requires the corporations of cities and towns to establish Police Forces, responsible for the detection and prevention of crime, but a large number of Police Forces so created, do not have the necessary manpower and are not able to organize an effective investigation service. Therefore, when a crime is committed in their sector, they call in the Quebec Provincial Police to help them. But the Quebec Provincial Police and the other Municipal Police Forces are not in constant communication with one another. This lack of communication is often very evident when several Police Forces have to collaborate in order to solve a crime.

A good investigator must have many qualities. He must possess to a rare degree the skills of a good psychologist, and vast practical experience. To become an investigator, in fact, needs more than a theoretical knowledge.

The detective must know his milieu, know how to obtain cooperation, have a certain flair, discernment, ability to reflect, to ponder, and also have a developed sense of intuition. The detective must have above all an analytical mind. He must gather facts, group them together in a coherent manner, evaluate them, and weigh them in order to arrive at a final proof.

The detective is expected to know how to get along with criminals. If it is the case of a delinquent who has committed his first offense, it is important that the detective knows how to make contact, knows the art of questioning and keeps in mind the need to reintegrate the delinquent into society.

In order for investigations to end favorably, there must be constant contacts and exchanges of information between the Police who are on the beat and the Police who have the duties of investigation. These are not the only useful contacts. A close cooperation should be established, on the one hand, between the investigator and his technical assistants, and on the other hand, between the investigator and the lawyers charged with the presentation of the evidence in court.

Many investigations do not produce the desired results, because the investigator did not have the necessary technical and judicial information. It is to be hoped that laboratories will become more numerous and that the contacts will be easier between the investigators and the deputies of the Attorney-General. As technical and legal resources become more available the investigator will turn to them more often.

Sufficient trouble has not been taken by the Police to select those who have the required qualifications and aptitudes, and to team them up with more experienced detectives. In the same manner, we have neglected to furnish the detectives with the necessary techniques, in order to do the best possible work.

The motivation of the detective remains an important element. In this connection great care should be taken not to allow dossiers to be passed from one investigator to another. But even if continuity is of major importance in an investigation, the investigator must be required to collaborate closely with his colleagues belonging to other squads.

CHAPTER VI

POLICE PERSONNEL

Police Services give primary importance to their personnel. This personnel. This personnel is considerable in number. The Police Services in Quebec employ 13,320 full time employees, made up of 11,676 policemen and 1,644 functionaries, workmen or technicians. In addition, 1,073 devote a part of their time to specific police duties, of which 922 are policemen and 151 are civilians.

The Department of Justice, and the Municipalities pay annually in salaries $127,871,860 which is 85% of the budget for Police Services. $1.6 million goes to Police training. The Department of Justice spends the sum of $1.2 million to finance this training, while the Municipal Corporations contribute $400,000. This latter amount represents 0.26% of the Municipal Police budget. These amounts do not include the building costs that certain Police Forces have incurred in order to train their personnel.

It is the responsibility of the local corporations, as we have seen, to organize their own Police Forces. This explains why the organization, recruitment and selection of personnel, training, evaluation, and promotions, have evolved without even minimal planning, and without a basic formulation of criteria. The result is, not surprisingly, that there are considerable differences between the different Police Services.

A) RECRUITMENT AND SELECTION OF POLICEMEN

In February 1971, the Quebec Police Commission standardized the criteria for the hiring of policemen, by issuing a By-law and defining the norms. Before this intervention by the Commission, the municipalities demanded usually a grade Nine or Ten education, good health and that the applicant be between 19 and 35 years of age.

Some Municipal Corporations stipulated also that the candidate be a resident of the municipality. The Police Act added other requirements: the candidate must be a Canadian citizen and be of good moral character and have had no previous criminal record.

In accordance with the By-law issued by the Police Commission in February 1971, the prospective recruit must have a Grade 11 diploma and be able to meet specific medical standards. An investigation of the recruit's background and that of his family is also made. Certain cities, for example Montreal and Quebec, require the candidate to pass written and oral Municipal Civil Service Commission examinations.

To sum up, because of the different requirements, certain cities exercised serious control in the selection of their personnel, while other Municipal Corporations exposed themselves to all the risks of favoritism or lack of preparation. Even psychometric examinations were not carried out in the same way everywhere.

B) POLICE TRAINING

1) Basic Training

When the new Quebec Police Commission By-law was adopted, approximately 40% of policemen had never received any basic training. Then again, the training given was extremely varied. Only 92 of the 259 cities and towns and only 14 of the municipalities defined by the Municipal Code gave basic training to their recruits. This training was often limited to placing a new recruit with a more experienced policeman for a two weeks period in order to teach him the most elementary ideas of Police Service. Other policemen received basic training in Police schools but only for periods varying from three weeks to four months. Only one Police Force has had, since 1969, a school giving training which lasts for eleven months.

The Cities of Montreal, Quebec and Hull, have felt for some time now the need to set up a Police School. Before the creation of the Montreal Urban Community, the cities of St. Laurent and Verdun had their own Police School. In 1968 the Police Act created the Quebec Police Institute, which opened its doors in 1969. This institute gives training to the Quebec Provincial Police and to Policemen of different Municipalities.

The following subjects make up the initial training program: elements of the Criminal Code, Highway Code, and Municipal By-laws, patrolling, investigation, and traffic control techniques; writing of reports; physical training; the rudiments of Police duties and discipline, the handling of fire-arms and introduction to First Aid.

These courses are divided into three distinct parts:

1. Academic and theoretical courses.
2. Physical Education.
3. Handling of fire-arms.

These courses lasting about four months, are essentially theoretical. Their aim is to prepare the policeman for his duties as a constable on the beat or as a patrolman and to instill in him the discipline needed to fulfil his duties.

At the end of this period of training, each policeman is returned to his own Police Unit to go out on patrol. In the smaller municipalities, it is obvious that the policeman will return to a variety of duties which include both general patrolling and criminal investigation.

In the Quebec Provincial Police the recruit is often assigned to service squads for a period of 6 months to 2 years.

2) On the Job Training

Police Forces have often neglected the continuation of training and development for their personnel at all levels. In fact with the exception of some seminars or study sessions organized by the Quebec Police Institute, the Police Chiefs Association, the Quebec Provincial Police, or the larger Municipal Police Forces, there exists at the present time no uniform program for the on-going Police training.

Policemen have always had to look after this themselves. Some of them in order to perfect their training, have taken courses in secondary schools, at the C.E.G.E.P. level, and at University.

Some Police Forces have sent a small number of their men to the courses given by the Royal Canadian Mounted Police, the Federal Bureau of Investigation in the U.S.A. or to Northwestern University in Chicago. Only recently the Quebec Police Institute and some of the other Police Schools, have added to their program courses for detectives, motorcycle policemen, and patrolmen. Since 1970 the Police Institute has given administrative training for Police Chiefs, Directors, members of the general staffs, and to the officers of the Quebec Provincial Police.

3) Training of the Montreal Police

This Police Force has had a training program for its members for a long time. The basic training courses last eleven months of which four months of intensive training is given at the Police School and seven months is devoted to practical tasks.

About 1960, the Montreal Police introduced a scholarship system to enable policemen to obtain advanced education or take refresher courses at the Police Schools. These scholarships paid between 75% and 85% of the costs of education. Extra pay up to $1,500 was given to policemen who obtained a diploma in Police Sciences (50 credits) or to those who obtained first, second or third term diploma. Policemen who take advantage of these courses must stay in the Police Service for a certain number of years.

The policeman must have received a certain number of credits to move up to certain duties or to certain ranks.

The Montreal Police Service makes great efforts to allow their policemen to follow these courses and to do this, their work schedules are arranged in order to be compatible with their courses of study.

C) EVALUATION OF PERSONNEL

The Quebec Police Forces have rarely, until recently, evaluated their police personnel.

The effectiveness with which they work and the personality of the policeman are not considered when evaluating efficiency. Certainly, the policeman's personnel file contains reports of breaches of discipline, spendid achievement, duties performed, promotions obtained and absences.

Some files contain the state of health of a policeman injured on duty. However this is not, properly speaking, an evaluation system. This constitutes an important omission. This situation is not exclusively the problem of the Quebec Police Forces.

D) PROMOTIONS

In general the larger Police Forces give their Policemen their first promotions after seven years of service as constables.

Before he is given a promotion, the policeman must taken an examination. In the majority of Police Forces, the policeman meets alone with the Police Chief or perhaps with a committee made up of the Police Director and a Municipal Officer.

Sometimes the oral examination is given in the presence of the Director of Personnel and of another member but with the Chief of Police absent.

When giving promotions seniority is often considered to be more important than competence. In the larger Municipal Police Forces, promotions are given after an examination has been taken, which is prepared and controlled by the Civil Service Commission in cooperation with senior representatives of the Police Forces. These examinations may be written or oral, or both.

Oral examinations are given in the presence of a committee composed of representatives from the Civil Service Commission, from the Police Service, and a third party. Following these examinations, an eligibility list is posted by order of rank, naming the successful candidates. The Directors take into account the Policeman's personnel file and his rank and make recommendations to the Municipal authorities.

A very small number of Police Forces insist that the newly promoted officers take two or more weeks of further training before assuming their new duties.

As a result or what has been said on this subject, certain facts can be stated about the choice and training of the policeman, such as:

1. Lack of uniformity in recruiting criteria, selection, training, development and promotion.
2. Absence of scientifically estabished norms in the selection of candidates.
3. Manifestly insufficient budgets for Police training by Municipal Corporations.
4. Lack of uniformity in the courses provided by the Police Schools.

5. Excessive emphasis on technical training to the detriment of general training.
6. Variation in the length of training programs.
7. Absence of a systematic refresher and development program, for the intermediate and senior ranks.
8. Monopoly of Police Schools in Police training.
9. A very poor analysis of the policeman's duties, and as a consequence the unsuitability of the training to the real needs of the Police Services.
10. A conflict between theory and practice.
11. The Department of Education gives no financial assistance or accreditation subsidies of any kind to the courses given by the Police Schools.
12. Absence of a system for evaluating or grading personnel.
13. In the giving of promotions, too much weight is given systematically, to seniority and the results of the Civil Service Commission Examinations.

E) WORKING CONDITIONS OF THE POLICEMEN

For constables and intermediate officers the working conditions are determined by collective agreements which are markedly influenced by the Trade Union movement.

In contrast, the senior officers and those in the general staff have working conditions which are not at all influenced by Trade Unions.

However the working conditions obtained by the constables have, without doubt, had an influence on the salaries of their superiors.

As all Police Forces do not have a collective agreement, their working conditions and salaries differ enormously.

The same differences in conditions and salaries exist between Police Forces where collective agreements exist because the differences in stipulations vary in each agreement.

In some Police Forces, the Police Chief earns less than a constable can earn with regular pay and overtime pay combined.

In 1970, 159 Police Forces out of 271 were governed by collective agreements.

In general the collective agreement is negotiated by the elected representatives designated by the syndicated members of the Police Force, and the designated representatives of the Municipal authorities.

In a certain number of cases the negotiations become deadlocked and have to depend on the decision of an arbitrator who is a third party. These collective agreements which are negotiated normally or by arbitration generally deal with hours of work, salaries, fringe benefits, promotions, pension plans and grievance procedures.

Working Hours

In Quebec the policeman works an average of 44.41 hours a week. In the cities and towns the weekly average is established at 43.21 hours per week. The policeman in the other municipalities under the Municipal Code works a weekly average of 50.76 hours.

The Quebec Provincial Police and the City of Montreal Police have an average of a steady 35 hours per week.

To these regular hours, however, must be added overtime. All Police Forces must face this situation, but it is especially acute in the Investigation Divisions.

In general, overtime and the resulting pay is given only to the syndicated members who are not members of the general staff. Department Heads are occasionally given time off when they have to do overtime.

In a certain Police Services, Department Chiefs regularly work an average of 20% longer than the regular unionized Police constable.

Salaries

On December 31st, 1970, the average salary of a constable, Class I, was $7,276. The Quebec Provincial Police salaries are higher than the average being $8,742. For Municipal Corporations not including the cities and towns the average salary is $6,056 which is less by $1,000 than the general average and less by $2,000 than the salary of the Quebec Provincial Police constable, Class I.

Statistics reveal that the salaries paid to the Municipal Police of the region of Montreal contribute to the high average rate noted for salaries for the Municipal policemen throughout the Province of Quebec.

Fringe Benefits

Where they exist, the collective agreements not only define salary scales but also the fringe benefits. These fringe benefits include compassionate and sick leave, vacations, seniority bonus, health insurance, guarantee of salary in case of injury incurred while on duty, and in rare cases, help towards paying for educational expenses.

Again fringe benefits vary from one collective agreement to the other, and as a consequence, the policemen of Quebec who are called upon to carry out the very same duties and functions receive different treatment.

Police Pension Plans

Of the 227 Police Forces established in the Cities and Towns, only 100 have a pension plan. In the 43 Police Forces in the municipalities under the Municipal Code only 3 Police Forces have an equivalent pension plan.

These plans have different conditions for retirement. In point of fact, the contributions made by the policemen and the municipalities differ from one plan to the other, which results in different benefits.

Therefore, for example, some pension plans permit the policeman to retire after 25 years service while in other Police Forces retirement age is established in a fixed manner at 65 years of age without regard for the number of years in service.

Other Forces establish the retirement age by taking into consideration years of service and the age of the policeman.

Retirement benefits are just as variable.

In certain Forces the retirement benefits are granted only to the policemen themselves, while in others the widow or the children of a policeman deceased before retirement may benefit from the plan.

The Police Act has established some compensation for policemen injured on duty. But for the policeman who does not meet the exact stipulations, covered in this recent Legislation, the protection is withheld and often non-existent.

The Police Act has established for the Quebec Provincial Police members special clauses concerning retirement.

JOB SECURITY

Should a Police Chief or a member of the general staff be dismissed or be subject to a reduction in pay, he may ask for a hearing, a procedure which has been established by the Police Act. Police Chiefs and members of the general staff are not considered salaried employees under the Labor Code.

On the other hand, collective agreements normally have a grievance clause for policemen who make up a part of the negotiating unit which protects them against any possibility of demotion, suspension or of dismissal.

As to other policemen who are not protected by the Police Act or by grievance procedures, nothing gives them job security, apart from certain articles in the Labor Code.

Finally, in the cases of fusion or of integration of municipal Police Forces, salary security is, to a certain extent, guaranteed by Legislation.

TRADE UNION PROTECTION

The Union's role does not end at the signing of an agreement. For example, the union takes an interest in its membership when grievances occur.

This union protection does not cover the administrative body.

Working Conditions in the Smaller Police Forces

It is clear that special working conditions do exist when Police Forces are very small: there is a lack of specialists, the same people must fulfil several functions.

180 cities and towns have a Police Force of less than 25 men. 43 Municipal Corporations as already defined are in the same situation.

The working conditions which prevail in these 223 Police Forces need particular attention.

It is recognized that the members of these Police Forces are well integrated into their communities. These policemen are good natured, act more spontaneously and have a real desire to devote themselves to their communities.

It was also noticed that the policemen, in almost all small centers and semi-urban milieus enjoyed a great authority made up of respect and fear. The relationship between the public and the police is closer, more direct, more personal, more constant, and also more cordial.

In general, however, it is established that the Police services available in these smaller centers are generally less effective because their available manpower does not enable them to offer all the necessary services, for example, criminal investigation.

In addition the smaller Police Forces are too dependent on local politics. This dependence on the political climate causes feelings of insecurity. Often the selection of applicants is based on favoritism in these small Forces. Also promotions are made on the basis of seniority and more because of influence than because of competence or leadership qualities.

It is not difficult to imagine the wide range of activities expected of a policeman who is a member of a Police Force of less than 25 men. He may have to report on an automobile accident and immediately afterwards go on to investigate a crime. On the other hand, the experience which the policeman gathers remains extremely limited because, for one thing, his field of activity is limited. The territorial situation in these municipalities keeps him far away from the larger centers and hinders a direct relationship with the other Police Forces, which are better organized.

The consequences being that policemen often lack general and professional knowledge. He knows little of the Criminal and Highway Code, and is often ignorant of many of the Municipal By-laws that he is supposed to enforce.

The Police Chief of such a Police Force is not always competent enough to train and direct his men. The lack of equipment makes the policemen's work extremely difficult. The lack of training and the necessary resources are not available for further development.

As a professional, the policeman is the smaller units doesn't have the legal and administrative advisors which would be necessary for him to perform his duties properly. It is with these weaknesses in mind that the Association of Police Chiefs has started sending out Police training bulletins. The Quebec Police Institute ,also, comes to the rescue of these policemen by giving special courses. Nevertheless, there is still more reluctance which prevents the Municipal authorities from giving their policemen all the necessary training.

To justify this attitude Municipal Administrations argue that the financial resources are insufficient to cope with these needs, and that if they do send policemen to the Police Schools, they will be deprived, even for a short time, of indispensable Police protection.

It is inevitable that the policeman has thus little chance to complete his training unless a system of relief be established or a sufficiently attractive financial incentive be provided.

Under these circumstances, the policemen's work is quite often done in an easy-going manner. There is a complete lack of operational method and analysis.

Once he is part of one of these smaller Police Forces, the policeman generally accomplishs his ordinary duties reasonably well. But when an emergency occurs, he is immediately out of his depth. For example, a murder, a fraud or a major crime, catches him unprepared. Faced with these problems he must hand over to other Police Forces the work of detection, investigation and crime control.

It is certainly better this way. The policeman in these places would certainly be the first on the scene of the crime, but his work because of his inexperience, and lack of equipment, would run the risk of hampering the investigators who will have to complete the investigation. Following this experience, the member of such a Police Force would complain about not being appreciated by the members of the more important Police Force and of being considered as the poor relation. In reality, these complaints are understandable: this policeman is almost always obliged to work alone and he is therefore unable to conclude an investigation on his own.

As social unrest becomes more serious and develops into demonstrations or strikes, this type of policeman is too often powerless. He has no idea of the role expected of him under these circumstances.

This policeman also assumes a number of duties, which come under Municipal Administration such as the issuing of licences, receiving payments for fines, and firefighting.

Police discipline within these smaller Police Forces is more often under the strict supervision of the Municipal Council. Even a day's suspension requires the approval of the Council and causes so much fuss and bother that, in certain cases, the Police Chief, instead of making endless reports to the Council, prefers to ignore the breach of discipline and lets things go.

The smaller Police Forces permit neither mobility nor the chance for development which is an important element in the eyes of policemen. A young gifted policeman finds in them little to satisfy his legitimate ambition.

UNIONIZATION

Unionization of the Police has certainly helped to get the policeman better working conditions. It has also helped to eliminate a certain number of arbitrary decisions by establishing grievance procedures.

It has, in certain cases, helped the Directors of Police Forces to change attitudes and procedures in order to establish better relationships between themselves and their men.

Certain Police Force Trade Unions have established pension and saving plans which have done much for mutual aid.

In contributing to salary increases the Unions favored the recruitment of competent men. To take one example, the Montreal Police Brotherhood have had the salary of a constable first class raised from $4,800 in 1960 to $9,815 in 1970.

In another connection, without proper consideration being given to the fact that the incidence of crime varies according to the time of day, the Trade Unions insisted that the shift changes be divided equally as in private industry.

They also have tried in certain cases to infringe upon some powers of the administration in the field of management, promotion and transfers.

The Trade Unions have placed the emphasis upon vertical promotion. Furthermore objections have been lodged about the lateral recruitment system at all levels of the Police Forces.

In certain cases, management of the Police Forces was made more difficult when superior and subordinate were seated at the same negotiating table.

In the negotiation of collective agreements, certain Municipal Authorities feel that they are the sole employer, and keep the Police Chief away from the negotiations which deprives them of the advice of the directors on the subjects which have a direct effect upon the efficiency of the Police.

The role of the Police Director in the negotiations is almost nil and thus he runs the risk of finding his authority compromised.

The present day machinery of negotiation and especially the procedures used in arbitration, are severely criticised by the policemen themselves.

Since 1968 the Quebec Provincial Police members have been regulated by "The Act concerning the Unionization Plan applicable to the Quebec Provincial Police".

Our Police Forces are largely inspired by the methods employed by the Army without taking into consideration that the Police Forces and the Army have different objectives.

F) INTER-RELATIONSHIPS WITHIN POLICE FORCES

The Police by definition are not an offensive body but rather a protective organization at the service of the society to which they guarantee safety.

The Army is a body which responds to situations which demand blind and absolute obedience to orders.

Police and Discipline

There is in the Police a school of thought which would wish to perpetuate this para-military Police style, giving more importance to the institution than to the men, by placing each rank in a water-tight compartment, by establishing insuperable boundaries between duties, and finally by suppressing human relationships.

At this point, the inflexible discipline, pushes to one side all human feelings, the compulsion to blindly obey orders which are often badly defined and difficult to carry out, does not produce the required results.

Comprehensive Leadership

Inflexible authority by the superior officers should make way for a comprehensive leadership.

In today's society which is more developed intellectually, better informed, more critical, more open to involvement, cooperation, and the team spirit, the policeman is often frustrated when confronted with orders which he does not have the right to question or discuss.

It is exactly this kind of authority which the Police of today are questioning. Although the Chief is preoccupied with the efficient functioning of his Police Force, he must strive to promote a healthy participation and a real team spirit.

To command without taking into consideration the man, his knowledge, desire, aspirations, his milieu and his background, can impede the efficiency of the Police Force.

The best policeman is not the man whose spirit of initiative has been broken and restricted, but one who has a perfect emotional equilibrium and who can develop his potential through Police service objectives.

It is completely illusory to believe that, a harsh application of discipline, frequent and useless changes in regulations, together with the application of the letter of the law, contributes to efficiency.

INTEGRATION TO THE MILIEU AND PERSONAL VALUES

In some Police Forces, the transfer of personnel is made without consideration of his aspirations and his adaptation to the milieu.

It is obvious that the Chief must give certain absolute priorities to the service, rather than to personal considerations, and that the common good often demands personal sacrifices. It is therefore important to reconcile as closely as possible the common good, and the personal aspirations of individuals.

When these personal aspects are neglected, the morale of the policeman is affected; the policeman sees himself then as a mere pawn on the board of Police service.

Too often the superior officers make themselves inaccessible and unavailable for dialogue.

Elsewhere, unconsciously perhaps, a climate of suspicion was produced which weighed heavily on good working relationships.

The application of severe discipline conceals, at times, the feeling of incompetence of an officer towards his subordinates.

In respect to society as a whole, the context of Police work can often only push him into isolation and cause him to turn inward.

Living in a closed universe, the policeman shows himself to be distrustful of an even hostile to public opinion and towards those who question police tactics.

The manner in which policemen are recruited and trained has produced too often a systematic refusal to integrate those people who were unable to pass through all the different stages of a traditional Police career.

Police Services must give particular attention to the selection and training of their Police Officers and special attention should be paid to their attitude and their ability to understand men.

In this regard, Police must evaluate and adopt modern concepts of administration and management.

CHAPTER VII

THE MATERIAL RESOURCES OF THE POLICE

A) MEANS OF COMMUNICATION

The rapidity with which crimes are committed, the mobility and speed with which the criminal gets away after committing a crime, makes necessary, accelerated methods to ensure crime prevention and the detection of offenders.

All delays in communications, and lack of information inevitably effect the operations of the Police. Police efficiency is evaluated in minutes and even seconds.

The Quebec Provincial Police have a very modern communication network which covers the whole area of Quebec. The Central Police Station of any district is able to communicate with any other place in the Province. This network permits patrol cars to communicate by radio-telephone with any point in the Province of Quebec. To this is added a teleprinter system which can reach all parts of the world.

The Quebec Provincial Police has 108 scattered Police stations with radio-telephone systems and 14 telex systems set up in different places. 980 Police cars are equipped with radio-telephones and 743 of them have the choice of a pilot car or fixed stations for relaying calls. Only the Montreal Police Force has the benefit of constant lines of communication by telephone and teleprinter with the Quebec Provincial Police.

However, the Quebec Provincial Police communication system is not at the disposal of the other Municipal Police Forces. In certain areas the latter may use the regional Civil Protection network.

The Montreal Police Force has a 6 channel communications network. The Montreal City Police also has a teleprinter which can, like the Quebec Provincial Police one, assure communications with the suburbs and with centers outside of the Province of Quebec. This Police Force has also a communications and coordination Center. This Center has closed circuit television which can link it to the area where an incident has occurred.

The Quebec Metropolitan Police Force has a communications system consisting of 3 radio frequencies and 3 channels with an average broadcasting range of about 20 miles.

COMMUNICATION NETWORKS

In general, we can say that each Police Force has its own communication system. Each system is separate and is not linked with any other local Police Force nor to a provincial network.

On one hand, each communication system is isolated in a well-defined geographical area, and on the other hand the Police have to share this system with other Municipal services. When this happens it is clear that the confidentiality of Police messages is not protected.

In large cities, the policeman walking a beat is isolated from his station superiors except for Police callboxes or for the use of public telephones.

In the case of motorized patrols, the policemen communicate and receive their orders by radio on one single frequency, which prevents the simultaneous broadcasting of several messages.

As most Police Forces are without teleprinters, requests for information are most often made by mail or by telephone. In each case the efficiency of Police work is slowed down.

Communication systems have greatly improved in the past few years. In fact, the installation of 3 channel radio transmittors allows today, in addition to communication between patrol cars and the Police Headquarters, communication between patrol cars.

CIVIL PROTECTION

Civil Protection has regional communication systems in some areas which they put at the disposal of the Municipal Police Forces. Thanks to these regional communication networks the coordination of Police work is possible within the limits of these areas.

Thanks to this Montreal has set up "Operation Pierre" and Quebec City "Operation 100". Such operations permit the coordination of the Police Forces of a region when a crime has been committed.

One hundred and thirty five Police Forces are members of regional communication systems set up in Montreal, Quebec City, Sherbrooke, Trois-Rivières, Saguenay and Lac St. Jean areas. However, these radio communication systems are not linked to one another and hundreds of municipalities are not even linked to any regional communication system.

Furthermore the established systems are not functioning at their full capacity. Although regional networks have improved the situation permitting the broadcasting of a great deal of information, the level of use remains low. In the Montreal region, for example, a study showed that the regional network was not used to capacity.

FREQUENCIES USED

The frequencies used by the Police are not sufficient. Radio band 150MC/F is saturated: It is subject to transmission interference and fluctuations of signal strength making the messages incomprehensible.

Moreover, it is relatively easy to intercept Police calls which hinders Police action and even allows criminals to escape from their pursuers.

DATA CENTRALIZATION

Policemen must be assured of easy access to information while preserving the complete confidentiality of the Central Records.

Innumerable pieces of information come to the attention of the Police, or are transmitted by them. This information is both about people, and material possessions and it is gathered piece by piece as crimes, misdemeanours and incidents occur.

Up until now, almost all this data has been brought together manually so that the use of the gathered material is rendered difficult if not impossible. This manual compilation results in a great many errors in filing, and even the loss of data.

At the present time the greatest lack is the absence of qualified personnel to assemble and analyze the information. Either data is not sent to the Central Records by the one who has obtained it or the information is just not analyzed. In both cases the policeman who is interested in obtaining this information does not get it.

The direct consequence of this, is that wanted criminals are able to move about without any trouble, or that criminals who are known to the Central Records are not known to the constable on patrol.

This poor management of information hampers Police efficiency. Those in charge of the filing of this information have not received sufficient training to be able to grasp the importance of the data they compile. We should not, however, blame the personnel of this department for they have not always been given the attention they deserve by those who direct the Police Forces.

This poor handling of information has also had the result of discouraging the policeman who gathers it. He realizes that his information dies in the file, and he sees no reason for uselessly enriching an unproductive record system.

The only practical solution in the present stage of technology is the computer which is able to absorb the avalanche of information which is gathered and used, by the Police services.

It is superfluous to underline the necessity of having a complete and accessible information service: it is necessary to be able to obtain the required information in the shortest possible time.

The Quebec Provincial Police should have completed by January 1973, the creation of a Central Information Service. The files will include information on persons, institutions, vehicles, data from investigations etc . . . This Center will be available to all the Police Forces in the Province of Quebec.

Let us note here, that a motor vehicles Information Center has been in existence since December 30, 1970 at the Headquarters of the Quebec

Provincial Police, and there are four others in different Police Stations. They are linked with the Quebec Motor Vehicles Bureau, by computer.

One of the principal computer banks deals with information concerning 2,300,000 drivers' licences and another holds information concerning 2,250,000 motor-vehicle registrations. It is therefore, possible, in this field to receive directly and instanteously any information needed about a vehicle or a driver.

A MORE COMPLETE USE OF TECHNOLOGY

To the communication systems already mentioned, we could add the use of closed-circuit television. It can be used for highway surveillance and traffic control on busy arteries. Great Britain, France, Germany, some cities in the United States and even some Canadian cities have already tried this system. In Quebec, only one Police Force has started to used this technique of closed-circuit television.

B) POLICE STATIONS

Police Stations are used as assembly points for policemen, as Headquarters, and as detention centers for suspects.

Most small Police Forces are housed in one or two rooms in the Town Hall where the other Municipal services are also grouped.

Police Forces of medium size have their quarters next to City Hall and occupy more spacious premises.

The few most important Police Forces have a Headquarter building with smaller Police Stations established throughout their city.

Generally, Police Stations have been scattered around without any specific planning, which is nevertheless absolutely necessary. In some cases, private homes, warehouses, and even garages have become Police Stations. In other cases space has been rented in ,Commercial office buildings. Sometimes the Police Station is in the basement and other times it is on a different floor.

THE FUNCTIONAL ASPECT

Quite often the architectural plans did not take into consideration the different Police duties or the possible increase in manpower. The Police Director is hardly ever consulted at the planning stage.

A special style of architectural design has perpetuated itself over the years, and one can find even in recent buildings some useless characteristics. Police Stations have often been built without taking into consideration the future development of the area. Some Police stations were improperly located in relation to the responsibilities of the Police.

The office areas are often planned in such a manner that the different sections hamper one another. Some services have complained of not having adequate space to work in.

Areas reserved for filing and archives are too small and soon become over crowded. There is a lack of proper facilities for interviewing areas, questioning rooms, conference rooms, physical training, and there are no facilities available for isolating children or those who must be questioned.

Identification is usually carried out in an area which is inadequate or is used for other purposes. No special rooms have been set aside for the use of the lawyer and his clients. Many police stations have no recreation areas for policemen.

Detention cells are usually in the basement of the building and are seldom equipped with the most elementary hygienic facilities: ventilation is insufficient and lighting is poor.

In many cases it is not possible to give women their own cells nor to isolate the mentally disturbed persons.

The rooms for fingerprinting, breathalizer testing, and photography, if they exist at all, are normally a long way from the cells.

In the majority of cases, administration offices are usually near the entrance on the ground floor of the Police station where the normal coming and going hampers their proper functioning.

FURNISHINGS

Too often the furnishings supplied to the Police stations are out of date and non-functional.

Investigators do not have the necessary modern equipment which they need to their work properly. The majority of Police Forces are short of tape recorders and some don't even have secretarial facilities.

SECURITY

Buildings rarely comply with the norms of security. For example, some Police stations have only one entrance where the public and the accused enter by the same door. The communications centre is often near the front entrance but there are no proper security measures for its protection.

Arms and ammunition are often kept in places which are too accessible.

Police stations are not always equipped with emergency battery electrical power, so that any power failure interrupts communications.

Incidentally, electrical telephone and communication systems are easily accessible from the exterior of the buildings and therefore inadequately protected.

In the same way, garages are not properly guarded and damaged and even stolen vehicles can be a problem.

C) MEANS OF TRANSPORTATION

The Police Forces use automobiles, motorcycles, and occasionally helicopters and boats to do their patrolling. One Police Force uses horses, and traffic control policemen have added to that range the motorized scooter.

The transportation of suspects is done with a partitioned van or even by station-wagon.

The Quebec Provincial Police has 1,073 vehicles while the Montreal Police Force had in 1970, 905 vehicles.

A great number of vehicles used by the Police Forces travel an annual 60,000 miles. Under these circumstances the vehicles do not last more than a year. It must be understood that patrol cars are driven 24 hours a day seven days a week. The wearing out of the motor is thus inevitable.

In order to economize, some Municipal administrations try to extend the use of the tires of their vehicles. Pushed too far the spirit of economy becomes a grave lack of concern for safety and is in many cases the cause of accidents. As a matter of fact, policemen have been injured because of mechanically defective vehicles.

Some Police Forces do not plan the use of their vehicles. Some use expensive vehicles where they are not really needed.

It should be mentioned here that there are policemen who are employed for the checking of the vehicles or also to take the defective vehicles to the repair shop. It would seem to be more sensible to leave this work to non-police personnel.

Because of the risks involved in their work, policemen have expressed the desire that their vehicles be furnished with equipment to provide maximum security, and that they be kept in better condition, which is not always the case.

D) EQUIPMENT

Most collective agreements define exactly what the policeman should wear. The policeman is usually fitted out with a revolver, hand cuffs and a nightstick.

Some Police Forces have regular inspection of equipment when the shifts are changed. However other Forces neglect the inspection of equipment. Few general rules regulate dress and the condition of equipment.

Certain Police Forces have in recent years acquired more powerful firearms, because of the violence of certain criminal acts and because of the newer forms of criminality. Other Police Forces have not even given elementary training to their personnel in the handling of firearms.

Others still have not placed a shooting range at the disposal of their policemen so that it is impossible for them to practice.

It is extremely rare for a Police service to have a library for its policemen. In the same way, some Police Forces do not give their policemen copies of the Criminal or Highway Codes or even copies of the Municipal By-laws.

THE POLICE & ELECTRONICS

The criminal in a technological age commits crimes with all the modern means at his disposal: radio, television, transportation, plastic surgery, disguises, etc.

The gathering of proof becomes very difficult. To counteract criminal action the Police must be armed with the most modern and efficient techniques available.

The Police must have access to the methods offered by modern technology: automobiles, radio, radar, laboratories, scientific research, technical assistance, etc.

However, the detection of certain crimes which take advantage of secrecy can only be achieved by the aid of electronic procedures. Certain of these techniques, if used to excess, run the risk of violating personal privacy.

TECHNICAL METHODS

Several Police Forces have an identification section and a technical Police service section.

A number of Police Forces are equipped with a copying service for taking fingerprints. However, in the field of scientific Police work most policemen turn to the Institute of Legal Medicine and Scientific Detection.

CHAPTER VIII

THE BUDGETS OF THE QUEBEC POLICE FORCES

The total cost for the organization and maintenance of the Police Forces of Quebec for 1970 was $150,102,078. This amount comes from the different reports submitted to the Quebec Police Commission.

Almost 40% of this sum comes from the Quebec Department of Justice, 58% from the cities and towns and 2% from the smaller municipalities.

In 1970 the Quebec Provincial Police budget was $45,553,500; for 1971 it will be $54,096,700. This is 1.03% of the total Quebec budget.

DIVISION OF BUDGET

Generally speaking 85.18% of the budget is annually spent on salaries, 9.04% is spent on Police equipment, 0.26% for basic training or further development of the policemen, 0.26% for housing, and lastly 5.23% on other expenses.

COST PER CAPITA

The cost per capita for the combined budgets of all the Municipal Police Forces in Quebec, including the Quebec Provincial Police, is an average of $23.99. This amount is not divided up equally because each municipality pays its own policemen, therefore the people living in these municipalities pay for their own municipality's policemen.

The cost of maintaining the municipality policemen in cities and towns is, on the average, $22.41 for each citizen of these areas.

The maintaining of Police Forces in the other municipalities within the meaning of the Municipal Code is an average of $3.17 per person in these municipalities.

The sharing of the fiscal burden of maintaining the Police Forces for all the citizens of Quebec is as follows:

a) For citizens who are protected only by the Quebec Provincial Police, the cost is $7.28 per capita,

b) For citizens living in cities and towns, maintaining a Municipal Police Force, the cost is $22.41 per capita. To this is added the cost per capita of the Quebec Provincial Police which is $7.28, making an average total of $29.69 per capita,

c) For citizens living in other municipalities within the meaning of the Municipal Code, the cost of maintaining their Police Forces is an average $3.17 per capita. To this is added the cost of the Quebec Provincial Police, an average $7.28, which totals $10.45 per capita.

AVERAGE INVESTMENT

The average cost of maintaining each Quebec Provincial Policeman is $13,390. For municipal policemen in cities and towns the average is $12,672 per policeman. The average cost for a policeman in a municipality within the meaning of the Municipal Code is $9,365 each.

MINIMAL AMOUNT SPENT ON TRAINING

Salaries absorb 85.18%, equipment 9.04%, training 0.26%, housing 0.26%, other expenses 5.23%.

After looking at these figures, which do not include the monies spent by the Department of Justice on training, it is clear that the amount budgeted for training and development of policemen is insufficient.

NOTABLE INCREASES OF BUDGETS

In 1968, the cities and towns budget for their Police Forces was $67,738,689. The other municipalities spent $1,703,503 over the same period. During this time, the Quebec Provincial Police had a budget of $30,444,000. Therefore, the total budget for Police Protection in Quebec was $99,886,192.

From 1968 to 1970, there was therefore an increase in the budget of more than $50 millions for the functioning of the Police Forces. This increase in budget can be explained in several ways: Extra policemen being hired, monetary compensation for overtime only recently paid to the members of the Quebec Provincial Police, general salary increases, and a rise in the cost of equipment.

CHAPTER IX

THE AUTHORITIES
AND THE CONTROLLING ORGANIZATIONS

A) THE DEPARTMENT OF JUSTICE

According to the provisions of the Department of Justice Act, the Minister of Justice is officially the Attorney-General of the Province of Quebec.

The Minister of Justice is charged in particular with the oversight of all that concerns the administration of Justice in the Province, and is charged with the surveillance, the administration, or the enforcement, whichever the case may be, of all Police legislation.

According to the Police Act, the Attorney-General has direct authority over the Quebec Provincial Police.

However, no law gives the Minister of Justice or the Attorney-General direct authority over the Municipal Police Forces except when emergency powers come into effect as defined in the Police Act.

In effect, Section 79 of the Police Act stipulates that: "The Lieutenant-Governor in Council, if he is of the opinion that public health or safety is endangered in the whole or any part of the territory of the Province of Quebec, may order that the Director-General of the Police Force or any other person designated by him assume, under the authority of the Attorney-General and for a period indicated by him but which shall not exceed thirty days at a time, the command and direction of the Police Force and of all Municipal Police Forces that he mentions, and of their members".

It can be seen that the Minister of Justice who is more particularly in charge of the oversight of all that concerns the administration of Justice in the Province, and with the administration of the enforcement, whichever the case may be, of all Police legislation, has an excessively heavy task, and that in the Department of Justice, there is no Minister or Deputy Minister who has the exclusive responsibility for Police affairs or the fight against crime, and that there is no specialized multi-disciplined department responsible for the analysis and the study of recorded data on crime; these are some of the weaknesses which should be rectified, in order to fight crime effectively.

B) THE QUEBEC POLICE COMMISSION

In accordance with the provisions of the Police Act the Commission is charged with seeing to the prevention of crime, and to the efficient management of Police services in Quebec, and to these ends, it must collaborate with the Quebec Provincial Police establishing a central information and statistics service, give advice to the Quebec Provincial Police, the Municipal Police Forces, and the municipalities themselves, on Police matters, and organize a research service to improve methods used by the Police in detecting and suppressing crime.

The Commission has powers to hold an inquiry into Police Forces and the conduct of their members, and then to make recommendations.

The Commission acts also as a Court of Appeal which hears cases of dismissals, or pay reductions of Directors, Police Chiefs or members of the Police Forces who are not wage-earners within the meaning of the Labour Code, and in these cases its decisions are binding.

The Commission has also the powers to adopt By-laws subject to the approval of the Lieutenant-Governor in Council on certain subjects specifically defined by the Act, as follows:

a) Establish norms of admission into Police Forces, or for becoming Directors or Police Chiefs,

b) Prescribe training and improvement programs which may be given at the Quebec Police Institute or at recognized Police Schools,

c) Determine the characteristics of uniforms and of badges for policemen,

d) Determine the statistics, records, books and accounts to be kept by the Quebec Provincial Police Force, the Municipal Police Forces and the forms which they must use,

e) Indicate the manner whereby a member of the Police Force shall dispose of sums of money remitted to him in payment of costs, or fees or as deposits or which have otherwise come into his possession in the performance of his duties,

f) Establish rules of ethics.

However, except in the case where the Commission acts as a Court of Appeal or in the case where the Commission can adopt By-laws on the subjects defined in the Act, the Commission has no power to give direct orders to Police Forces and it can only make recommendations.

It is clear that the subjects on which the Quebec Police Commission can make recommendations are very numerous since they cover all that concerns the prevention of crime and the efficiency of the Police Forces in Quebec, but on the other hand its executive powers are very limited.

The Quebec Police Commission according to its last annual report, in order to promote the prevention of crime and the efficiency of Police service in Quebec, has established in every region Crime Prevention Committees, on which participate the members of Police Forces who work in criminal investigation sections within the same region.

These meetings are held monthly in each region of Quebec. This permits representatives of the different Police Forces to get to know each other better and to exchange all the information which has to be shared between the different Forces in order to assure a better coordinated and more efficient control of crime prevention.

All of the Police Forces and municipalities in Quebec have, in the main, worked to make a success of these meetings, but we should mention that the Police Forces and municipalities could have rejected this initiative of the Commission.

The Quebec Police Commission, while being a controlling body, does not have the required powers to fill the role assigned to it by the legislator. That is to say, to further the prevention of crime and the efficiency of Police services it will be necessary to give it additional powers so that it will be able to fulfil its task.

C) THE MUNICIPAL COMMISSION

The Municipal Commission has the power to investigate the administration of Municipal Corporations, which implies that it can enquire into the administration of all Police services. It also has the right of oversight and of veto over Municipal administrations under its care and can use its powers to dismiss a policeman, a decision which is final and without appeal, while the same decision made by the Police Commission has only the force of recommendation.

Legislation has also given the Municipal Commission the power to hold public hearings on the By-laws for the amalgamation program adopted by the Montreal Urban Community and to make known to the Lieutenant-Governor in Council its recommendations relative to these By-laws.

D) MUNICIPAL CORPORATIONS

The municipalities of cities and towns are required to establish and maintain Police services in their territory unless given special dispensation by the Lieutenant-Governor in Council, and the other Municipal Corporations within the meaning of the Municipal Code are authorized to establish and to maintain a Police Force on their territory.

Municipalities according to section 53 of the Police Act have the required powers to adopt by-laws for:

a) Provide for the organization, equipment and maintenance of a Police Force and the discipline of its members;

b) Prescribe the duties and powers of the members of such a Force and describe the penalties applicable in case of infringement or the by-laws respecting discipline;

c) Provide for the imposition of penalties, including dismissal or fine, upon any member of the Police Force who accepts or demands, directly or indirectly, any sum of money, favour or alcoholic beverage as consideration for the exercise of influence or for an act or omission in the discharge of his duties;

d) Determine the places where the members of the Police Force may reside, classify them, sepcify the ranks that may be assigned to them and prescribe the inspections to which they shall be subjects.

Such by-laws apply subject to the other provisions of the Police Act and to the by-laws of the Police Commission on the matters defined under Section 17 of the said Act.

Moreover the municipalities have the necessary powers to make By-laws to make, with any other municipalities wholly or partly situated within a radius of twenty miles, an agreement to supply it with the use of their places of detention and with the services of their Police Forces, or to organize one jointly with them. But to date, as we have already mentioned, only 9 agreements of this kind have been concluded by the municipalities, since the adoption of the Police Act. The system of voluntary amalgamation of Police Forces in one area aimed at eliminating the smaller Police Forces, has been ineffective when we consider that the number of smaller Forces has not decreased in Quebec.

In order to exercise a control over the administration and operations of their Police Forces, many municipalities have established a Police Committee made up of a certain number of Council members or aldermen. Even though this type of control showed itself to be effective in some cases, it was in many cases inefficient because in several municipalities the Committee members were inexeperienced and lacked the knowledge required to control adequately, and to gauge the efficiency of the Police Force.

In order to be in a position to fight crime effectively, to assure coordination of the diverse Police Forces and to improve the efficiency of the Police Forces, we must give a lot of thought to setting up appropriate organizations to exercise this control.

Certainly, the elected representatives of the people should in a certain degree control the Police Force's expenditures, but they do not know what the conditions are outside their municipality and futhermore they do not always have access to confidential information concerning crime, to ensure the efficient operation of their Police Forces.

2) THE URBAN COMMUNITIES

The Montreal Urban Community

To date, two Urban Communities and one Regional Community have been formed. The Community has the authority in its territory to assure the coordination and where necessary, the integration of Police services. Only after agreement with the Public Safety Council, are the Executive Committee and the Urban Community Council able to exercise their respective powers in Police matters.

A Public Security Council has been established to study the needs and problems of the Police and the measures for coordination and integration of the Community's Police services.

The Quebec Urban Community

The Outaouais Regional Community

In each of these Communities, the member municipalities continue to exercise their own authority in Police matters, until such time, as the Community, by By-law submitted for the approval of the Lieutenant-Governor in Council, will have decreed that the Community is competent to coordinate Police services or to integrate Police services.

CHAPTER X

EVALUATION OF THE PRESENT SITUATION

The preceding chapters have enabled us to make a statistical review of crime and to describe modern types of criminal activity. We have also analyzed the present organization of Police Forces, the different Police duties, personnel attached to the Police, the means and equipment at their disposal, and also the powers of the structures of supervision of Police.

Let us sum up briefly the weak points we have been able to discover in this study:

1. The present structures do not assure enough coordination between all Police Forces in Quebec in order to fight crime effectively.
2. Planning in Police matters has been missing for a long time at Governmental levels.
3. The professional training of policemen has not received until now the consideration and the budget it deserves.
4. Relations between the Police Unions and the Police Directors, on the one hand, and between citizens and policemen, on the other hand, should be improved.

(1) WEAKNESSES IN EXISTING STRUCTURES

Over the years, our political system has encouraged the establishing of a multitude of Police Forces in Quebec, which act independently of each other, without the benefit of a central coordinating authority so essential in the fight against crime.

These Police Forces have multiplied without the Government intervening. The Minister of Justice, even though responsible for the administration of justice and the legislation relative to the Police in Quebec, and although he has authority over the Quebec Provincial Police he has no power over Municipal Police Forces.

Even if they escape the control of the Minister responsible to the National Assembly the Municipal Police Forces do not, however, escape the control of the different Municipal Administrations.

In consequence each municipality can make its own By-laws which vary from one to the other and give different importance to the training, selection and budgets assigned to the Police.

In certain cases policemen have been subjected to inacceptable rulings and inappropriate pressures on the part of some Municipal Administrations without any possible means of appeal to a superior authority.

This state of affairs, results in the following weaknesses:

— an absence of a coordinated policy for the whole Province of Quebec Police operations, in particular in the field of modern crime;

- an absence of coordination and communication between the different Police Forces;
- insufficient action by Police Forces to control certain criminal activities;
- pronounced disparities concerning working conditions, training, budgets, given to the different Police Forces, work methods, execution of duties laid down by law and the results obtained by Police work;
- insufficient crime detection in general and specifically in densely populated areas;
- inability of many small Police Forces to fulfil their responsibilities as stipulated by law;
- utilization of Municipal Policemen for other than specific Police duties.

These structural weaknesses constitute an obstacle to the efficiency of the Police services, and thus the Police cannot give sufficient protection to the public.

2) INSUFFICIENT GOVERNMENTAL PLANNING

If the present structures are so weak it is due in large measure to the fact that the State has not, until now, sufficiently assumed its role of Master planner in the realm of Police activities.

In effect, if we find ourselves faced with hundreds of small Police Forces acting independently of one another, it is because the State has failed to formulate an appropriate policy and to control the creation and the activities of Municipal Police.

Inaction by the State has also given rise to a certain tangling of jurisdictions so that it becomes necessary to define more clearly the roles of the different Police Forces in relation to one another.

Although it is desirable that the Municipal Police Forces, well supplied with men and equipment, should generally attend to crime in their territory, when the need makes itself felt the State has to send out directives or send in the Quebec Provincial Police or other Municipal Police Forces in order to guarantee to the citizens all the protection to which they are entitled.

However, this supplementary protection of the public must not involve needless duplication, costly antagonisms, or fruitless contradictions. Unfortunately the confusing entanglement of conflicting actions has not always been avoided. The lack of Government planning moreover, is responsible for the proliferation of and diversity of Municipal By-laws which differ from one territory to the other and which exasperate both citizens and Police.

In practice, policemen have arrived at the point, because they are completely subject to local authorities where they have taken upon themselves tasks which are not really Police duties. The policeman is used as a "Jack of all Trades".

It is not a question necessarily of withdrawing the policeman from all the tasks which he has gradually been charged with. However, it is necessary to establish priorities and to see to it that Police work is well defined.

Appropriate Governmental Planning would have the effect of determining more precisely the responsibilities of the Police in the whole territory, and of avoiding excessive disparities both in the duties and conditions of work of the policeman and in the Municipal By-laws relating to the maintenance of peace, order and public safety.

Certain of these tasks could continue to devolve upon the policemen but priorities would have to be established to ensure that the specifically Police duties come first, and a better protection would thus be offered to the citizens.

The Government has already initiated some planning by the creation of the Quebec Police Commission and the establishment of the Quebec Police Institute, but it will be necessary to adopt new legislative measures so that the planning function of the State in the Police service field be realized.

The powers of the Minister of Justice, who should be in a position to answer before the National Assembly, will have to be increased.

The regulating powers of the Quebec Police Commission which at the present time are very limited, will have to be increased to allow it to fully carry out the role which the legislator assigns to it. The recommendations of the Quebec Police Commission, which can deal with all that touches on the prevention of crime and the efficiency of Police services, not being enforceable at the present time, should be able to be upon the Minister's favourable decision.

(3) GAPS IN PROFESSIONAL TRAINING OF POLICEMEN

Professional training of policemen has not received, until now, either the attention or the budget it merits.

The responsibility for this lack must not be imputed to the policemen themselves. In fact, today hundreds of policemen are registered in courses at different levels and have shown themselves eager to devote their leisure time to their development as soon as the Governments and their superior officers offered them the chance to better themselves professionally.

If some cities have done their share, the government has shown itself up till now to be ill-informed and frugal to excess in this field. In practice it had done little until the creation of the Police Institute.

If there are still thousands of policemen who have only received a superficial training, it is therefore the public administrations which must bare the responsibility. Courses have just barely been born and there has already been haggling over budgets for training. The policemen themselves have used every opportunity for development which has been offered to them.

At the Police Chiefs' level this lack of training often shows itself in an insufficient knowledge of modern methods of administration and techniques of personnel management.

Also, the rules of discipline are often applied without judgement, while in other cases an indifferent attitude is apparent.

4) THE RELATIONS OF THE UNIONS WITH THE DIRECTORS AND OF THE POLICEMEN WITH THE CITIZENS

The relations of the Police with those who surround them are extremely important and it has been established that there are weaknesses both in the area of union and employer relations and also in the area of relations between policemen and citizens.

The Directorates of the Police and the Unions have not yet learned to live together. It is desirable that relations become more and more cordial so that the Police, the General Staff, and the Directorate can engage in dialogue, share the same objectives, and participate in common action.

There is ample scope for progress. Suspicions remains, distrust often gives disturbing proportions to minor problems.

The Directorates of the Police and the Unions must take up together a double challenge: To improve human relations and, at the same time, to enhance Police effectiveness. Until now it has often been felt that these two objectives were difficult to reconcile. It is forgotten that a policeman will become more efficient if he works on good terms with the Directorate.

It is therefore desireable that those in charge of the Police should concede more importance than ever to new management methods, that they recognize more and more the importance of proper motivation and that they finally abandon an authoritarinism both out of date and useless.

On its side, the Union must constantly remind itself that Police action requires a clearly defined authority: It will not seek to infringe on the rights which those who direct the Police must have in order to lead an effective Police action.

To sum up, the demands formulated by both the Directors of the Police and by the Unions must not cause us to forget the absolute necessity of a strict collaboration to ensure effective action.

Those who control the Police demand, with good reason, a great freedom of action. They must not, however, confuse this freedom of action with paternalism, and even high-handedness.

On its side, the Trade Union, takes into account with justifiable pride that it has improved the working conditions of the policemen. The Union, however, must not conclude that it can set up a parallel leadership which would paralyze Police action and create a state of confusion.

The weaknesses ascertained in the relations between Unions and the Police authorities are found in another form between citizens and policemen. In effect everywhere in the urban milieu, policemen and citizens communicate with great difficulty.

Today's citizen, too often feels that fighting crime is the exclusive responsibility of the Police. He often will not give any active assistance to the Police except in the case where he is personally involved. It is true that the specialization of tasks prescribed by modern society isolates the policeman and does not encourage the citizen to collaborate with those to whom he has entrusted the task of maintaining order and public safety.

In addition an often excessive publicity highlights certain isolated mistakes by policemen, but ignores the fact that policemen on the whole show their integrity and judgement every day. This publicity accentuates the difficulties of communication between the citizen and the policeman; in effect it tempts the policeman to retire within himself, and it diminishes the citizen's appreciation of the policeman's work.

CHAPTER XI

RECOMMENDATIONS FOR THE FUTURE

We have described as accurately as possible the situation as it exists now. From this analysis, certain necessary reforms emerge. In order to obtain more efficient and productive Police work, we shall formulate a certain number of proposals concerning organization of Police Services both at Government and regional levels, concerning Police duties, personnel policies and the technical means put at their disposal. Moreover, certain new types of operations must be brought into play: Enquiry into Organized Crime, action by the Department of Revenue with respect to individuals belonging to Organized Crime, establishing of a team made up of those trained in many fields to deal with terrorism, the setting up of special squads within the Quebec Provincial Police and other Police Forces to fight against drug trafficking, etc. Of course we have asked ourselves about the extent of the powers which the Police have by virtue of the Criminal and Penal Codes, and about the advisability of giving the Police additional powers: the right to require, upon demand, the identification of citizens, the right of search, the right of preventive arrest, the right to arrest and search without warrant, etc. Apart from the fact that new powers in the area would naturally produce violations of civil liberties by arranging things so that the Police could act without the proper control of the courts, we do not consider that these additional powers would necessarily bring the best results in the fight against crime. We therefore have on the whole opted for: The maintenance of the powers which the Police have at present while insisting on the need for Police work to be better coordinated, better organized, and more in accordance with organization and that it should conform to the present day needs and those that can be foreseen.

In the organization of the Police in Quebec we must take into consideration the extent of the territory, regional disparities, concentration of the population in certain places and its dispersal in others, just as we must take into account the conditions which prevail in the constituted Police Forces, the existing traditions, and the present day needs. We consider that in today's conditions, the organization of the Police cannot stand alone. However, we must recognize two fundamental imperatives for Police organization.

a) The need of a more coordinated common action and the need for special action with regard to Organized Crime, terrorism and economic crimes.

b) The need to unite certain local Police Forces into one unified Force at the regional level.

(A) GOVERNMENT AND GOVERNMENTAL BODIES

From the political point of view, the Police must not be a State within the State. They must be subject to a Minister who answers for them before the National Assembly. The Minister responsible for Police matters for the whole territory must be in a position to exercise powers and prerogatives which enable him to ensure the maintenance of public order and an effective fight against crime. It is important therefore that these powers and prerogatives in Police operations, in Police integration and region administration be established and clearly defined.

In the present state of affairs it is the Minister of Justice and Attorney-General who has the overall responsibility for the upholding of order in the Province of Quebec. Two solutions offer themselves with respect to the assignment of the overall responsibility for the Police Forces, either entrust it to the Minister of Justice or entrust it to a Minister specially charged with questions relating to the Police. The first solution offers the advantage of uniting within the same Ministry, all departments of "Justice". The other solution offers the advantage of setting up a specialized Ministry and of freeing the Minister of Justice, who has his true role of arbitration, in the contingencies of Police operation. The second solution commends itself not only by the concern that it demonstrates not to link Justice to Police work but equally for practical reasons which have to do with the very considerable extent of the duties of the Minister of Justice and the responsibilities of his office.

This solution has been adopted at the Federal Government level where the Solicitor-General of Canada has the responsibility of the Royal Canadian Mounted Police. An identical solution has been adopted in France and in Great Britain where the responsibility for Police matters falls on the Home Secretary or on the Minister of the Interior, respectively.

Be that as it may, for the initial period and until the reforms recommended in this white paper . . . are in a fair way toward being in operation, the Minister of Justice will retain the responsibility for Police matters.

RECOMMENDATIONS

1. That a Minister be answerable to the National Assembly for all Police operations and administration in Quebec within the limits of the powers and prerogatives acknowledged to be his By-law.
2. That as well as his direct and immediate control over the Quebec Provincial Police he be given powers and prerogatives over the regional and local Police Forces to intervene and coordinate.
3. That these powers of intervention and coordination authorize him:
    a) to be regularly informed of the operation of all Police Forces in Quebec;
    b) to demand detailed reports about occurrences which disturb the peace, health, safety and public order;
    c) to dispatch Police personnel when he thinks it necessary to assist any Police Force;

d) to call upon a local or regional Police Force to give assistance to another Police Force;

e) to recommend the allocating of grants to regional or local Police Forces to help them to meet the expenses incurred particularly in the fight against Organized Crime, terrorism and economic crimes;

f) to declare the recommendations of the Police Commission be enforced;

g) to recommend to the Lieutenant-Governor in Council when circumstances warrant it, the putting of a local or regional Police Force under trusteeship;

h) to determine the fields of competence and work of the various Police Forces of Quebec;

i) to order the Quebec Police Force or any other Police Force which he designates, to supply for the length of time indicated by him, their services in the territories served by another Police Force when the latter fails to carry out its duties, the cost to be payed by the authorities of the said designated territory.

4. That the Minister of Justice and Attorney-General until the reforms recommended in this White Paper are in a fair way toward being in operation exercise responsibility in Police matters.

5. That there be established a general directorate of Police matters, under the authority of a Deputy Minister responsible for Police matters, who would be responsible to the Minister of Justice until a separate Ministry is set up.

6. That in order to implement the policy of regionalization of the Police services, the following powers should be acknowledged as belonging to the Minister.

   a) to direct every enquiry by the Police Commission or every person designated as Commission-Investigator with a view to the complete or partial coordination of the Police Forces in a specific geographical region;

   b) to recommend to the Lieutenant-Governor in Council the appropriate measures in connection with complete or partial integration or coordination;

   c) to supervise the carrying out of the measures decreed by the decision of the Lieutenant-Governor in Council;

7. That the Police Commission continue to exercise its present duties, that is, broadly speaking, advising Police Forces and the Municipalities of Quebec, recommending standards and By-laws to the Lieutenant-Governor in Council applying to Police Forces and their members, and making use of the powers of enquiry which are assigned to it by law.

8. That the Police Commission may, on request of the Minister, act as an investigating Commission in the context of the advisability of a proposed regional integration or coordination and that it may make appropriate recommendation on this subject.

9. That the recommendations of the Police Commission be made enforceable on the favourable decision of the Minister, or of the Lieutenant-Governor in Council, as the case may be.

10. That the powers of the Police Commission to investigate all aspects of crime, which are indicated to it by the Lieutenant-Governor in Council, be maintained.

b) STATE ACTION AGAINST CRIME AND THE NEW FORMS OF CRIMINALITY

It appears necessary to us to assure a better coordination of the work of the Police Forces with regard to crime in general. In the field of Organized Crime, terrorism, and economic crimes, the State must conduct a campaign which is particularly adapted to these criminal phenomena, of which the extent, of the ramifications and the techniques easily escape the control of the regular Police activities. The range of activities of the people engaged in these forms of crime overflows the territorial limits of action of the different regional or Municipal Police Forces. Moreover, the clandestine nature of their operations or the skill of those who indulge in it necessitates the use of specialized personnel and of methods well adapted to an effective struggle.

RECOMMENDATIONS

11. That the Deputy Minister responsible for the general conduct of Police matters, with regard to crime in general, assure the coordinated operation of the various Police Forces in order to reduce the incidence of crime, and that he bring together regularly for this purpose the Police Chiefs of the principal Police Forces;

12. That the Deputy-Minister responsible for general conduct of Police matters have the following specific responsibilities:

    a) to plan an organize Governmental and Police action in the area of Organized Crime and to this end:

        — to obtain the collaboration of concerned Police Forces, Governmental and private organizations concerned about one or other of the phases of the operation of Organized Crime,

- to mobilize the human and the material resources needed to prosecute the criminals in the courts,
- to call upon the services of professionals and specialists in order to conduct an effective campaign against crime,
- to assure the intercommunication between the Quebec Research Office on Organized Crime and the Department.

b) To assure the cooperation and coordination of Police Forces concerned with the fight against terrorism, and to set up a section made up of personnel with expert knowledge in many fields with the responsibility of analysing the behaviour of revolutionary groups.

13. That a Bankruptcy Office with responsibilities for economic crimes in general be established in the Department of Justice and that it be staffed with lawyers, accountants, and other specialists, and that it work closely with the Police Forces and other concerned organizations, in order to promote an energetic campaign in the courts of Justice.

14. That as soon as an adequate preparation has been made on Organized Crime and on certain other specific activities of these criminal elements, and it is considered that such an enquiry would not be harmful to the due process of law, or to the preservation of sources of information, the Lieutenant-Governor in Council shall give the order to the Police Commission to proceed with such an enquiry.

15. That those in overall charge of the special investigations for the Department of Revenue, be supplied with additional specialized personnel needed, including lawyers, accountants and other specialists in order to carry on a drastic and unremitting campaign against individuals who are members of Organized Crime.

C) POLICE ORGANIZATION

We have rejected the idea of forming one single Police Force in Quebec. Not only did this solution seem difficult if not impossible to carry out, but it did not seem to us to be the best solution in the present state of affairs, to achieve an improvement in the efficiency of all of the Police Forces.

We are of the opinion that the fight against criminality will be best assured by a policy of regional integration or coordination according to the circumstances.

The present legislation, however, has not sufficiently encouraged or even allowed the setting up of unified Police Forces of sufficient standing to ensure adequate protection to the population.

The diversity of situations in the territory, the varying levels of competence of Police Forces and the different needs in connection with crime control leads us to recommend regional integration or coordination of Police Forces, as seems the best solution in the existing circumstances.

REGIONALIZATION

In 1867 the American Commission set up by the President to study the application of the Law and the administration of Justice in the United States (Katzenbach Commission), noted the problem which resulted from the fragmentation of Police Forces, and on the subject, the Presidential Commission declared that they were in favour of a policy of integration of Police Forces.(1)

Sir Douglas Osmond, Chief Constable of the Police Forces of Hampshire in England, has indicated in a report, proposing the integration of the various Police Forces, the goals sought for by the regrouping of Police Forces.

a) To achieve, by means of a large force, greater coordination of Police operations, particularly with regard to crime and traffic, over much wider areas.

b) To provide greater flexibility in the deployment of manpower to meet special commitments.

c) By means of a larger organization with greater financial resources, to supply equipment, transport, communications and specialist services for the single force which would otherwise be impracticable or even unjustifiable for each of the smaller units, but which nevertheless would be made available in the interests of efficiency.

d) To streamline administration and minimize the need for using trained Police officers on duties which are largely administrative, i.e. to provide greater "civilianization".

e) At the same time to provide a proper career structure for the civilian element which is rapidly increasing.

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(1) "A fundamental problem confronting law enforcement today is that of fragmented crime repression efforts resulting from the large number of uncoordinated local governments and law enforcement agencies. It is not uncommon to find Police units working at cross purposes in trying to solve the same or similar crimes. Although law enforcement officials speak of close cooperation among agencies, the reference often simply means a lack of conflict. There is, in fact, little cooperation on other than an informal basis, not a very effective means of meeting current needs.

Formal cooperation or consolidation is an essential ingredient in improving the quality of law enforcement. Crime is not confined within artificially created political boundaries but, rather, extends throughout the larger community. A workable program of formal cooperation or consolidation for law enforcement services within a 'common community of interests' is the desired goal for improving the quality of law enforcement at the local level".

SOURCE: Task Force Report on the Police, the President's Commission on Law Enforcement and Administration of Justice, Washington, 1967, page 6.

f) To provide greatly improved facilities for Police training; greater reserves of manpower will enable sufficient Police time to be devoted to this subject and there will be a wider choice of qualified instructors.

g) To provide within the larger organization better opportunities for promotion, mainly by reducing the liability to promotion "blocks" which can exist in smaller forces. The good man should be able to get his opportunities for advancement more frequently and at an earlier stage of his career.

Great Britain has gained in efficiency in its Police services by reducing considerably the number of Police Forces. Following the report dated May 24th, 1962, from a Royal Commission of Enquiry on the Police which had been instituted on January 28th, 1960, the number of Police Forces was reduced from 125 to 49; it is known that the population of Great Britain is approximately 45 million.

The Police Forces of Metropolitan Toronto were unified in 1957. This unification has demonstrated several advantages over the former system when 13 separate Police Forces assured services.

In preferring regionalization to fragmentation of the Police Forces, we secure the following advantages:

a. Regionalization does away with the confusion of jurisdictions in the same territory;

b. In regrouping the local Forces which, separated, are unable, because of limitations of financial or human resources, to fulfil all the police duties in an area, a police force is set up which can take up all or a specific part of the police duties;

c. Regionalization does not cause the disappearance of the services given by local forces but improves the service by forming a larger force;

d. Regionalization facilitates the coordination of forces in a widespread geographical area, a coordination which favors the improvement of personnel and of the means, which assures a better control of incidents, and a more efficient detection and prevention of crime;

e. Regionalization does not rule out the concept of local representation but, on the contrary, calls upon it for help;

f. Regionalization allows the taking into account of the particular characteristics of a region. While being uniform its broad outline, regionalization requires a certain flexibility to adapt the structure to the different situations. Thus in densely populated areas, regionalization of Police

Forces takes the form of the creation of one single force, while in sparsely populated areas regionalization will be centered on the mutual sharing of different services, with regard to communications, investigation, technical services, etc. . . .

g. Regionalization in the whole of Quebec, can only be achieved gradually, and assumes, as a preliminary, an enquiry into all aspects of the question.

THE ACHIEVEMENT OF REGIONAL INTEGRATION

Regionalization cannot be achieved by the purely theoretical cutting up of a map without taking the realities into consideration. Now, in reality, two situations are present in Quebec: Concentrations of urban populations and a scattered population in the rural areas. It is therefore from the starting point of this double reality that the regionalization in police matters must begin.

Police organization, specialization and assigning of personnel into specialization squads, distribution of manpower, sharing of costs, can be carried out in a uniform fashion for both kinds of regions.

Before even decreeing the integration of Police Forces of a region the Lieutenant-Governor in Council must be informed of the situation in the region concerned.

As soon as the Minister has ordered Commission of enquiry, it will have to hear the municipal authorities, the police authorities, every person concerned. In deciding if regionalization is necessary for the efficiency of the Force, it is up to those opposing it to show that a Police Force would be more effective without integration.

The carrying out of the policy of regional integration of Police Forces will have to be compatible with the overall policy of the government in municipal affairs. We do not exclude, however, some form of integration of Police Forces on a regional scale, although the territory has not been established as an urban or regional community.

It would be incumbent upon the Lieutenant-Governor in Council on the report of the Minister, to agree to, to reject, or to modify the recommendations formulated by the Commission of enquiry.

RECOMMENDATIONS

16. That the Lieutenant-Governor in Council can, on the recommendation of the Minister, after the report of a Commission of enquiry, decree the regional integration of Police Forces in a well-defined territory;

17. That the Commission of enquiry be required:

    1. To make an inventory of the material and human resources of the Police Forces of a region.

2. To determine the policemen's needs.
3. To evaluate the personnel of the local Police Forces.
4. To indicate the different services which the regional Police Force will have to provide, should the occasion arise;
5. To specify the territory which the regional Police Force will serve.
6. To indicate in the case where the unification of local Police Forces cannot be accomplished, the possible regroupings or the sharing of services.
7. To indicate approximately the number of policemen needed and the location of the Headquarters.
8. To share out, generally speaking, the personnel and the equipment.
9. To indicate the costs of Police services and to forecast the sharing out of them, taking into consideration the services offered.

18. That every integration of Police Forces in a region assure job and salary security for policemen and civilian employees in the service of the integrated Police Forces.

PUBLIC SECURITY COUNCIL

When the Lieutenant-Governor in Council has approved the report of the Commission of enquiry or of the Police Commission with a view to standardizing the Police Forces in a region to establish a regional Police Force, a public security is created.

Such a Security Council being responsible for the maintenance of public peace and order in the designated area, will supervise the way in which the Police Force performs its duties which will have been assigned to it by the decree of integration.

As a matter of fact, the Province of Ontario has had for a long time Committees called Police Boards. Each Committee forms an entity separate from the municipal Council to see to it that the Police Force of which it has the supervision carries out its work efficiently.

As a matter of fact, every Ontario Municipality with a population of more than 15,000, must set up a Police Committee and every town with less than 15,000 inhabitants, just as every village with a population of between 5,000 and 15,000 or less than 5,000, may form Police Committees with the permission of the Attorney-General.

At present, most of the Ontario municipalities, with the exception of a few, have formed Police Committees made up of three persons, one of whom is the Chairman of the Municipal Council while the other two members are appointed by the Lieutenant-Governor in Council.

Moreover, in the territory of the Toronto Metropolitan Urban Community and in three or four other large regions of Ontario, Police Committees made up of five members have been established; two members are chosen from among the elected members and three are appointed by the Lieutenant-Governor in Council.

As for the Chairman of the Security Council of the Toronto Urban Community he is appointed by the Lieutenant-Governor in Council.

These Police Committees determine the number of policemen and other employees required, hire them, and pass the procedures for hiring and the By-laws needed for the proper functioning of the Police Force, negotiate the working agreements and prepare the budgetary estimates which are submitted to the Municipal Council for consideration and approval, and in the event that such estimates are not approved by the Municipality, there is an appeal to the Ontario Police Commission.

The existence of the aforesaid Police Committees in Ontario has always assured an effective control of the Police Forces. Quebec will surely be able to derive many benefits by using Ontario's practical experience.

RECOMMENDATIONS

19. That every public Security Council be composed of five members of different social backgrounds, two chosen by the local authorities or by the Urban or Regional Community as the case may be, and three appointed by the Lieutenant-Governor in Council.

20. That the Lieutenant-Governor in Council appoint the Chairman of the Security Council and stipulate the length of time the members are to hold office and their salary.

21. That Public Security Council be charged with the following responsibilities:

    1. To maintain public, peace, order, and safety in the territory under its jurisdiction;

    2. To name with the approval of the Police Commission, the Regional Police Director;

    3. To obtain for the Police Force the men, the buildings, the weapons, the equipement, the uniforms, and all the other things required for the carrying out of the duties assumed by the Force;

    4. To establish each year the budget required to maintain the Police Force and to collect this sum from the local municipalities of the territory within the jurisdiction of the Council;

    5. To administer the established budget for the maintenance of the Force;

6. To convey to the local authorities all information relating to expenditures;

7. To negotiate all collective agreements about working conditions;

8. To assure, in conjunction with the Quebec Pension Fund, the establishment in case it is needed, of a Pension plan for the members of the Police Force;

9. In disciplinary matters, to hear an appeal against any decision of the Director with regard to his personnel;

10. To ratify the decisions of the Director with respect to the hiring, discharging, promoting or demoting of personnel;

11. To hear any and every request by the local authorities related to Police Services;

12. To submit to the Minister of Justice every detailed report relating to incidents which can disturb the public peace, order and safety.

22. That the Regional Police Forces and each one of their members be charged with maintaining public peace, order and safety in the territory of their designated region, revent crime as well as infractions of Municipal By-laws and seek out the offenders; to act within the limits of the competence which is recognized as theirs by the decree of integration or otherwise.

COORDINATING COUNCIL

A Commission of Inquiry can also be assigned to examine the measures to take in connection with the coordination and the sharing of certain services between the Police Forces of a region, or a Commission of Enquiry may decide after studying a request for regional integration that there is no need for regional integration but rather the setting up of a plan of coordination or of sharing certain specific services.

When the Lieutenant-Governor in Council has agreed to such a recommendation, a coordinating Council is formed in the same way as a public Security Council.

RECOMMENDATIONS

23. That, when there is no need for integration, the Lieutenant-Governor in Council can order the setting up of a Coordination Council charged with assuring a better coordination of Police services and the administration of shared services.

THE QUEBEC PROVINCIAL POLICE

The policy of regional integration of Police Forces will produce changes in the duties carried out by the Quebec Provincial Police.

Some of these changes will not take place in the immediate future because the policy of regional integration cannot be achieved throughout the whole of Quebec for a number of years. It goes without saying that where the Police Forces are not integrated the Quebec Provincial Police will continue to play its traditional role.

In regions where integration of Police Forces takes place, it goes without saying that the goal will be to act in such a manner that the new Police Force will concern itself with all kinds of crime except those cases that are out of their jurisdiction.

But the future role of the Quebec Provincial Police must be principally understood in terms of the new requirements in the fight against crime, and the overall needs of the whole of Quebec: Information, communication, Organized Crime, terrorism, economic crimes, specialized squads, social problems and the maintenance of public order, emergency measures, etc. . . . In the long term the vocation of the Quebec Provincial Police is to become a mobile, specialized Police Force.

RECOMMENDATIONS

24. That the duties of the Quebec Provincial Police be as follows:

(a) To gather, by its central information service, data from the different regions, compile it, analyse it and send it out to the local and regional Police Forces;

(b) To assure the means of communications between the Police Forces throughout Quebec;

(c) To assume central role in investigations concerned with Organized Crime, terrorism, economic crimes, and drug trafficking;

(d) To maintain squads specializing in homicides, armed robberies, stolen vehicles, arson, etc. . . . to aid and support the integrated regional Police Forces when these Forces are lacking in sufficient manpower to act in these areas;

(e) To furnish the necessary technical services to the various regional Police Forces: identification, fingerprints, criminal records, firearms registration;

(f) To maintain a presence in all the regions of Quebec where it will be able to act instead of a local or regional Police Force and should the occasion arise intervene, on the orders of the Minister, when necessary;

(g) To set up mobile teams of policemen to lend assistance to local or regional Police, when events threaten public order;

(h) In the implementation of emergency measures according to the decision of the Lieutenant-Governor in Council to take control of the direction of the operations of the local or regional Police;

(i) To assume the responsibility for certain Provincial Laws;

(j) In the parts of Quebec where the Police are not integrated, to assure together with the local Police Forces the overall responsibility of maintaining public peace, order and safety;

(k) To assure Police services in regions which are not organized.

(D) RECOMMENDATIONS RELATING TO POLICE DUTIES

a) Crime Prevention

It is clearly evident from the figures quoted that the higher the crime rate, the lower the rate of solution. Therefore, it is by reducing the incidence of crime that we can succeed in increasing substantially the rate of crime solution. Inverselly, by the increasing of the rate of crime solution, criminal activities will be discouraged. It is necessary, then, at one and the same time to carry on a campaign to prevent crime and to solve crime.

Within such a context, the State must intervene and adopt the necessary legislative measures.

On the other hand, we can no longer be content with the simple presence of the Policeman to prevent crime. In fact, more is needed to discourage the possible criminal. The latter has changed his place and his methods of operation, going from the streets to the large buildings where the Police are not present, going from the Urban centers to the rapid high speed super-highways which bring about a new phenomenon of civilization, that of mass mobility, matched by the commission of crimes of all kinds: rapes, murders, thefts, assault and battery.

The policeman must therefore, in the future, be more perceptive, and be ready to make use of the new techniques of the criminal. From now on, it is not enough to run after the criminal, it is necessary to be ahead of him.

With regard to crime among young people there must be an increase in the specialized training of the policeman charged with preventing juvenile delinquency.

In collaboration with social worker, probation agencies, welfare courts, and reception centers for young offenders etc. . . . policemen should practise a preventive policy towards young people.

THE ROLE OF THE STATE RECOMMENDATIONS

In the realm of prevention, the State must step in and pass the required legislative and administrative measures.

25. That the Quebec Police Commission, after consultation with the representatives of the banking institutions and "les Caisses Populaires", recommend security standards and norms which ought to be used in the aforesaid establishments;

26. That Crime prevention measures be recommended by the Quebec Police Commission and imposed by law for commercial buildings, highrise dwellings, building complexes which are both highrise and underground;

27. That the Police Commission study measures to diminish credit cards frauds, by decreeing for example, that the photograph of the owner appear on the card;

28. That the Police Commission study the appropriate measures to prevent and discourage highjacking on the highways, and the theft of merchandise, etc. . . .;

29. That stricter legislation be adopted for the control of the sale, the registration, the possession, and the use of firearms;

30. That more appropriate laws be passed concerning certain activities such as the business of dismantling automobiles and the sale of second hand parts;

THE ROLE OF POLICE FORCES

31. That the Police Forces place a greater emphasis on the prevention of crime and that special crime prevention and to that end sections be formed;

32. That the Police Forces establish closer communications with the various bodies concerned with crime prevention;

33. That the role of the policemen in respect to young people be defined by the Quebec Police Commission, in order to avoid their taking part in activities outside their mandate, and that to this end, a program aimed at the prevention of juvenile delinquency be proposed to the Police Forces;

34. That the Quebec Police Commission decide what qualities policemen require to work with young people and that specialized training be given to them;

b) The Suppression of Crime

Twelve percent (12%) of all Police Personnel are directly engaged in the work of detection and suppression, not counting the personnel on patrol.

It is evident, in the present state of our knowledge that we have placed so much emphasis on the work of detection as being more prestigious than the work of the patrolman, that we have succeeded in creating a division between these two functions. However, in order to put an end to this separation some Police Services have closely linked the detective with the patrolman.

RECOMMENDATIONS

35. That more research be done on the unity of command and the teamwork between the detective and the patrolman;

36. That an accurate evaluation of Personnel be made within the Police Forces in order to discover the candidates who show the greatest promise as detectives, and that the detection work be more carefully checked in order to steer to other duties those who do not have the desired qualities and gifts to carry out successful investigations;

37. That the appointment to duties of investigation be preceeded by an examination and that the requirements needed for these duties be established;

38. That the criminal investigation sections of the various Police Forces be given enough men so that they can carry out effectively their various enquiries, and so that the number of investigations any one detective has to deal with is not excessive;

39. That modern technical methods for the dictation of their reports be made available to the investigators to avoid useless and expensive loss of time;

40. That advisors in the fields of law, accounting, science, technology be made available to the Policemen in order to guide and help them in their investigations.

c) The Social Role of the Policeman

The prevention and suppression of crime are only two aspects of the duties of the Police. The Policeman does not only act against lawbreaking. He acts in moments of emergency or crisis, in that respect he fulfils a social role. In fact, when he concerns himself with family problems, problems of young people, or more generally with the protection of life, the policeman is fulfilling a social function.

This social function takes up 70% of his time on duty as a Policeman. This social role can only grow because of the evolution of society. Urbanization produced modifications in our way of life. The Police must have a greater understanding of man, his aspirations and his ideals. In order for the Policeman to really understand these human problems and move from apathy to interest, it is important to provide for the Policeman a training with a greater emphasis on social sciences.

RECOMMENDATIONS

41. That courses in Psychology, social sciences, sociology and criminology be included in Policemen's training Programs.

42. That the Police Forces create Community Relations sections, to encourage the closest possible links with the citizens.

d) The Priority of Police Duties

Certain duties are not directly linked with crime prevention, its repression, or even Police duties of social nature. The functions which do not fall into these categories and which are at present being carried out by the Police, ought to be taken over by other people.

RECOMMENDATIONS

43. That certain tasks such as the collection of money, the issuing of certain kinds of permits, the inspection, the guarding and the maintenance of buildings, the issuing of parking tickets, the surveillance of crossroads and streets used by school children, such tasks not requiring the status, the competence, and the training of a Policeman, can be looked after by other than Policemen;

44. That certain tasks of an administrative nature in the Police Forces, which are not Police duties, be handled by Personnel under the control of the Police Director;

45. That certain duties requiring a particular professional training be entrusted to such specialists as lawyers, criminologists, engineers, who would act as advisors to the Police Forces.

E) POLICE SERVICE PERSONNEL

a) Recrutment, Selection, Training, Evaluation, Promotions

In spite of all the aspects of technology, the efficiency of the Police Forces still depends in large measure on the Police Personnel. Quebec's society today is better informed, better educated, more critical and more open to the idea of participation than ever before. It is necessary, therefore, that the process of selection allow the recruiting of Policemen gifted from the start with a good education, and moreover that by retraining, development and by a career plan, the Policeman will always be kept in touch with society, and with the latest insights of Police and social sciences.

In short, it is necessary to make available to the Policemen a career plan which will allow them to fill different posts in a progressive manner and to come up through the ranks of the Police organization, taking into consideration the gifts, behaviour, competence, experience and efficiency of each one.

This explains why it appears imperative to us to demand certain prerequisites for each one of the posts or ranks they will have to occupy.

Educational Institutions

Police training, up until today, has been carried out in the main Police schools, or it has not been done at all. We recommend, therefore, on the one hand an increase in the extent of basic training, and on the other hand, a police training which is much more invigorating and much more integrated to the educational institutions open to all citizens.

The Policeman, as a matter of fact, must not isolate himself from the milieu within which he will have to work and he benefits from the start by being accepted as a citizen wholly apart, yet living integrated into the educational institutions and particularly the C.E.G.E.P.s and Universities will have a very important role to play. On their side, Police schools will have to modify their training programs and work in collaboration with the collegiate system.

Officers

Until now the Officers have not been the object of very much attention from the Police authorities. They will, however, in the future, play a crucial role, for it will fall to them to set a new style of management inspired by the best modern techniques. This management will, without a doubt, give a central place to human considerations. New qualities needed to become a Police Chief or even an Officer will therefore be defined. Furthermore it will be demanded of Officers and Police Chiefs that they have: a feeling for organization, a understanding of men, special qualities in the exercising of command, a humane attitude towards discipline. The directors will have to understand themselves, the people they work with and the milieu within which they work, but in addition, they will have to see clearly their own objectives, those of the organization, of the group and of the milieu. If it is desired that the objective of the Police Forces be achieved, it is essential that everyone feels involved, useful, valuable, appreciated, and respected.

The choice of the training of Officers, therefore, will have to be the object of constant attention by the Police Forces.

Basic Training

It must not be forgotten that 40% of Policemen in service have not received basic training. On this subject, we shall consider as a priority that a condensed basic training course be prepared and given to all Policemen in every region of Quebec. It is in this perspective and with the aim of achieving the described objectives that the following recommendations must be interpreted.

Recommendations

46. That the Quebec Police Commission establish with regard to selection, a group of psychometric examinations to discover if the candidate possesses the qualities to perform police duties, and that the aforesaid psychometric examinations be controlled by specialists in this field;
47. That the education of Policemen be integrated into the normal framework of the existing educational establishments, the colleges and the universities, and that this training be completed in the Police schools;
48. That the Department of Education authorize a certain number of C.E.G.E.P.s to give courses in "Auxiliary techniques of Justice, Police Techniques", account being taken of the real needs of the community and of the available qualified lecturers;

49. The educational programmes, with respect to Police training, to be given by C.E.G.E.P.s, colleges, and universities be approved by the Quebec Police Commission;

50. That students in Police techniques can be taken on as cadets in certain Police Forces accredited by the Quebec Police Commission and the Ministry of Education to continue with their practical training;

51. That the final period of the practical stage foreseen in the third year of the program on Police techniques given in the C.E.G.E.P.s level be completed in a recognized Police School;

52. That the Department of Education give credits of collegiate level for courses given by the Quebec Police Institute or in a recognized Police school;

53. That the basic training Programs given at the Quebec Police Institute and other recognized Police schools be standardized;

54. That the Quebec Police Commission establish the prerequisits for each of the Police posts and ranks;

55. That all the programs of courses given by the Quebec Police Institute and in the recognized Police schools be recognized by a certificate or a diploma approved by the Quebec Police Commission;

56. That the refresher courses and the development courses be given in part in the C.E.G.E.P.s and Universities and in part in the schools and the Police Institute.

57. That the Police Institute with the C.E.G.E.P.s and Universities contribute to the training of intermediate and senior Officers;

58. That the Police Institute in conjunction with the Ministry of Education and the Quebec Police Commission establish correspondence courses for further development, especially for those policemen, who because of the physical impossibility of distance would be unable to benefit from regular instruction;

59. That there be established in the Universities, for the benefit of career policemen, a program leading to a first year diploma in administration and management;

60. That the Quebec Police Institute set up a team of instructors who will be able to go into the various regions of Quebec to give basic training courses to those policemen who have not been able, so far, to benefit from such courses;

61. That the fees charged for training and living expenses while at the Quebec Police Institute be abolished;

62. That there be established in the Police Forces a record system to enable the superior officers to determine the efficiency and the behaviour of the policemen and also to allow the personnel to be able to improve themselves.

b) Working Conditions

The Police is an essential service in society. This is why the State cannot give the right to strike to those who have the full-time responsibility of ensuring the protection of the citizens. One would have to be very naïve to imagine that the criminal would go on strike at the same time as the policeman. Would it not be more likely, that in the absence of the police there would be a renewed outbreak of crime?

Even if it was possible to have a partial strike of policemen, this right would only be symbolic since the determination of the essential services would include the greater part of the Police services. The use of this procedure would only have the result of giving the right to strike to an extremely limited number of personnel, in such a way that for all practical purposes, the strike would remain illegal or useless.

Moreover, Police work is a unified whole which cannot be broken up into essential services and non-essential services All the Police services are essential, with the possible exception of certain duties which we are recommending, however, be put in the hands of other people. After all to acknowledge the Policemen's right to strike, even symbolically would only diminish their authority and their credibility, in the eyes of society, which wants the standards of duty to be higher in the Police than in other social groups.

The Police must be recognized as having the right of association, while modifying this right, by taking into consideration their special situation. In this connection, the right to form an Association must undergo a modification resulting from the forbidding of strikes.

Legislation in the other Provinces and other countries, has decreed the formal prohibition of Police strikes; and this in the name of the greater good of society as a whole.

Because of the fundamental responsibilities which devolve upon the Police in the maintenance of public order and the struggle against crime, the Quebec government cannot give the right to strike.

But, because of the particular situation in which they find themselves, the Policemen must receive from Society through the State, the special status which their duties merit also. The State must recognize that the

Police should receive special treatment as to their salaries. This compensaion is necessary having regard to the unique situation in which the Police are placed. A special discipline governs the Policeman even in his private life. The commission of the slightest criminal offense can lose him his job, the risks of his job are greater for him than for others. His personal activities are limited to the point, that in practice, he is not permitted to take part actively in politics, and it is demanded of him that he possess exemplary self-control. On the other hand, a negotiating formula must be adopted which is in tune with present-day conditions and one which would recognize the unusual situation of the Policeman.

It is necessary, in effect, to re-examine the whole system of work relations in the Police Forces in order to establish machinery for determining salary and working conditions which must be of such a nature as to prove in a clear and obvious way that society is acting with complete justice towards the Policemen who are its principal servants.

On the one hand, it has been noted that there is a very definite resistance on the part of the Police syndicates and furthermore at all levels of the Police, to the lateral entry of persons coming from other disciplines. It is undeniable that lateral recruiting confuses the uniformity of the Police Forces and affects the obtaining of promotions by Policemen committed from their entry into the career. On the other hand, it is certainly important to allow a police recruitment offering a wider range.

It has been suggested that a promotions of one stage be given to each recruit for every year of scholarity above the required minimum of 11 years of school, this, only up to the rank of constable first class. Every recruit would only be able to be admitted into a Police Force with the rank of Constables First Class, no matter what his previous scholarity was. In this connection, we have examined with interest the solution adopted by the Royal Canadian Mounted Police, which allows the entrance into their Force among others, of University graduates while insisting that they begin as Constables First Class, and not requiring to begin their career at a lower rank. These solutions are inspired by the necessity of having a Recruiting Program which will attract candidates with higher qualifications to the minimum required.

When it is necessary to obtain the services of persons with a University specialty which is necessary or useful to the Police Forces, we suggest that these persons be hired then as consultants for the Police Forces or Police Squads, without becoming a part of the Police hierarchy.

We have already discussed the training of Policemen. It is suffice to reiterate here the benefits that there are for Police Forces in giving the opportunity to their members to improve their education in order to be able to carry out all their Police duties, and thus encourage their admission to posts of greater responsibility.

In certain Municipal Police Unions, it is established that Constables and Officers up to the rank of Captain are included in the same negotiating unit. This state of affairs, if not very acceptable to the general principles of the composition of negociating units, can be explained by several factors, the importance of which must be recognized. Thus, we have noted elsewhere, the undue intervention of local authority, arbitrary, recruiting and promotions, have led to self-defensive reflexes by the Police Unions. Today we find ourselves faced with a situation of acquired rights concerning the composition of negotiating units in a certain number of Police Forces, which are made up of both those who have the powers of Management and those who are only Policemen.

This paradoxical situation cannot be easily dealt with either at the level of principles or at the practical level.

Without committing ourselves to one solution or another, but recognizing the dimensions of the problem, we are of the opinion that a committee could study the advantages of a solution which would while recognizing the acquired rights of the Unions in negociating units within which are found both officers and constables, we could foresee that the election of the members of the executive council be made by rank and not in general.

In the face of the complexity of the problem and the interest that there is in studying it thoroughly with those who are concerned, we have no other alternative but to recommend that this question, as well as others all relating to the working conditions of Policemen, be the object of a thorough study with the Unions concerned, with the Police Directors and members of the General Staffs, as well as with the Municipal Corporations and other groups or Forces concerned with the problem.

RECOMMENDATIONS

63. That the State not give the right to strike to the Police;

64. That the question of working relationships in the Police Forces, the composition of the negotiating units, the negotiation of collective agreements and the establishment of working conditions be the object of a study and of recommendations by a Joint-Committee formed of representatives from the Departments of Labor and Justice or of the new Ministry and that the Committee work closely with the representatives of the Police Unions, the Directors of Police Forces and the principal employers of the Police or their representatives;

65. That, whatever his former scholastic standing, a recruit can only be admitted to a Police Force at the rank of Constable First Class, and only after he has completed the regular Police basic training course;

66. That all clauses be eliminated from collective agreements liable to shackle Police Forces or to be prejudiciable to their efficient management;

67. That, under the authority of the Quebec Pension Board there be established Retirement Plans for the Police, and in this connection that there be an assurance that the contributions will be transferable, and that there be initiated as far as it is possible a consolidation of the existing Retirement Pension Plans, without, however, affecting any acquired rights.

68. That the Director of each Police Force take part in the discussion when there are negotiations of collective agreements relating to clauses which could have an effect on the efficiency of the Police Force, in order to warn the authorities of the implications of the proposed clauses.

(F) OPERATIONS AND MATERIAL RESOURCES

To assure the full effectiveness of Police Services, it is necessary to use to the full the material resources placed at their disposal.

In constantly appealing to the principles of modern management, the Police Forces must plan their operations in the following fields: Information files, communication systems, buildings and budgets, contributions of the auxiliary services, relations between the teams charged with patrolling traffic control, and criminal investigations.

a) Operational Planning

In each of the Quebec regions, the larger Municipal and Regional Police Forces and the Quebec Provincial Police ought to carry out studies on the type and the volume of crime and the method of operation of the criminals. These studies are indispensable if it is hoped to carry on an effective fight against crime: to undertake any operations without such information runs the risk of resulting in a waste of time and money.

RECOMMENDATIONS

69. That teams made up of those from many disciplines (Policemen and specialists) be established in the Quebec Provincial Police, and in the large Municipal and Regional Police Forces to study on a continuing basis the nature and development of crime and to formulate practical recommendations as to the kind of operations which will be the most effective;

b) Central Information Center

The Policemen today need an enormous mass of information and only a computer can face this exigency. It is essential therefore that all the Police Forces can to transmit their information to one single center which will consolidate in this way all the information concerning wanted persons, cars and merchandise which have been stolen or found, suspended driving permits, firearms registrations . . .

On the other hand, the mobility of criminals makes it imperative that the Quebec Police Forces be linked with information banks in other provinces and other countries.

RECOMMENDATIONS

70. That the Information Center which the Quebec Provincial Police is setting up at the present time be recognized officially as the only Information Center in Quebec and that all the Police Forces in Quebec be required to transmit to this Information Center all data which could be useful to Police operations and that on the other hand, this Information Center's facilities be made available to all local or Regional Police Forces;

71. That the Quebec Provincial Police Information Center be linked to the Royal Canadian Mounted Police Information Center.

c) Means of Communication

In the communications field, the Police Forces must establish a better coordination of the existing systems. Incidentally, a vigorous action by the State is indispensible with regard to those who intercept Police communications and use them to bad effect.

RECOMMENDATIONS

72. That, under the authority of the Quebec Police Commission, there be created a committee composed of representatives of the Quebec Departments of Communications and Civil Protection, the Quebec Provincial Police and certain Municipal and Regional Police Forces, with the task of studying the possibility of integrating the various communications networks of the Police Forces into one connected system (radio, teleprinters, etc);

73. That certain additional radio frequencies be reserved for the exclusive use of the Police Forces;

74. That a very strict control be exerted over the Police wavelengths to prevent the interception of transmissions for criminal ends.

d) Laboratories and Technical Services

The Police must make the maximum use of scientific and technological innovations relating to Police matters.

Recommendations

75. That the budget and the personnel at the Montreal office of the Institute of Legal Medicine and Scientific Police work be significantly increased so that it can meet the diverse demands which are made on it by the Police Forces and so that it can improve its research services;

76. That the Institute of Legal Medicine and scientific Police work be able to equip its Quebec Office with more complete services;

77. That outside the regions of Montreal and Quebec, the Institute of Legal Medicine and scientific Police work request the help of Pathologists in the regional hospitals;

78. That there be an improvement in the speed of the transmission of information coming from the Indentification Services.

e) Police Stations

We believe it is necessary to standardize, as much as possible, the buildings and equipment used by the Police Forces. We favor also the shared use of certain equipment which is necessary but only occasionally used by Police Forces.

Recommendations

79. That the Directors of the Police services be consulted about the construction or renovation of Police buildings or Police Stations.

f) Auxiliary Services

The auxiliary services would be able to contribute more to Police operations provided that adequate coordination be established.

Recommendations

80. That closer collaboration be established, particularly in the criminal investigation field, between the Police Forces of Quebec and the Police of the National Ports Commission and those of the Railways;

81. That the Highway Police be in the first stage subject to the Police Act and that then this Police Force is to integrate progressively into the Regional Police Forces;

82. That the legislation concerning Security and Detective agencies, be modified so that the administration of this legislation and in particular the issuing and the revoking of permits for Security and Detective agencies, as well as the permits for the agents, be the responsibility of the Police Commission and that the standards and norms for these activities be determined by the Commission;

83. That the Minister responsible for the Police be by virtue of his office the Minister responsible for Civil Protection;

84. That in emergency situations the Police Director, where the emergency takes place, takes command of the operation taking into consideration the plans worked out by the Civil Protection organization.

g) Drugs and Narcotics

The Drug and Narcotics problem is extremely topical. The ravages caused by the abuse of Narcotics are indeed known. The baneful effects of the more virulent Narcotics are incalculable, both on the user, and on a society as a whole. Moreover, drug addicts such as those dependent on heroïne, must every day spend large sums of money to satisfy their craving, and this inevitably pushes them into crime. In the present state of our knowledge the use of hard drugs does not seem to have reached the same proportions in Quebec as it has in the United States, but it is necessary, right now, to adopt the necessary preventive measures to check the spread of their use in our community.

As for drugs which are less dangerous and are not habit forming, we do not precisely know, at this time, the consequences of their use. It will be necessary, as far as this subject is concerned to wait for the final conclusions of the Le Dain Commission, and the other bodies which have this question under study. However, one thing is certain, a passive attitude must not be taken towards the importers and traffickers of drugs, even towards those drugs considered to be harmless at the present time.

In this area, which still remains unknown, it is necessary therefore to adopt a prudent attitude and to act on two fronts: in the first place at the Police level by a more concerted effort than that which has existed in the past, and secondly, by a campaign of education particularly for young people.

Recommendations

85. That the Quebec Provincial Police and the Regional Police Forces and also the large municipal Police Forces set up specialized sections, in the field of drugs in order to combat and prevent the distribution of drugs more particularly in the schools and universities;

86. That the Departments of Justice and Education in collaboration with existing or new organizations such as O.P.T.A.T. make available to the Police Forces the programs of education and prevention aimed at discouraging the use of drugs and narcotics, particularly among young people.

General Recommendations

87. That there be established an integrated Criminal Statistics Office, including statistics from the Quebec Provincial Police Statistical Service, from the Crown Prosecutors, the Courts and the Correctional Services;

88. That the Criminal Code of Canada be amended to provide for more severe clauses applying to the sentences to be handed down to convicted persons who have been proved to have made their money principally by their illegal activities and in particular as directors or agents of secret organizations such as Organized Crime;

89. That the legislation relating to Real Estate brokerage be amended to provide for additional clauses relating to sale of Real Estate between private individuals (without the intervention of an Estate-Agent) in order to prevent fraudulent Real Estate sales;

90. That the Highway Code be amended in such a way as to introduce appropriate clauses capable of reducing the number and the gravity of highway accidents, in particular by the introduction of a demerit system, and also that clauses be adopted to regulate the use of snowmobiles.

91. That the employer be required to pay for all damage cost and interest payable by virtue of any judgment which might be rendered against a member of a Police Force and that there can be no legal claim against a member of a Police Force, except in the case where such a member of a Police Force acts dishonestly or commits a serious and inexcusable fault.

92. That authority be given to the Quebec Police Commission to establish a minimum salary scale for Directors or Chiefs of Police Forces as well as for the members of Police Forces not considered salaried employees within the meaning of the Labor Code.

93. That the clauses of section 63 of the Police Act be modified to assure real job security to Police Directors and Police Chiefs, or members of Police Forces who are not considered salaried employees within the meaning of the Labor Code, as well as all employees not covered by a collective agreement;

94. That the Quebec Police Commission, after consultation with the representatives of the Directors, members of the General Staffs and of the Police Unions, as well as the Union of the Municipalities, recommend provisions which would have as their aim a code of discipline for all Quebec Police Forces and that legislation enacting such a code of discipline be subsequently adopted;

95. That under the authority of the Minister of Justice and the Minister of Municipal Affairs there be adopted a uniform by-law relating to the maintenance of peace, order, and public safety in the municipalities, and that on the approval of such a by-law by the Lieutenant-Governor in Council, the regulating clauses of the various Municipal by-laws on the subject cease to have the force of law;

96. That the legislative provisions governing traffic, come under the sole authority of the Provincial authorities and that the by-laws governing parking remain the exclusive responsibility of the municipalities;

97. That the budgets allocated for training refresher courses, and development for policemen be increased, and that each municipal, regional or provincial budget assigned to a Police Force indicate an amount allocated for this;

98. That the Quebec Police Commission be authorized to entrust to multidisciplined teams made up of policemen and university graduates, the study of certain questions relating to the effectiveness of Police Forces or to certain aspects of crime.

TABLES, MAPS, GRAPHS

I — XXXVI

GRAPHS I

Percentage Variations of Criminality, the Rate per 100,000 Population and of the Population Growth (1962-69; 1962=100)

QUEBEC PROV.

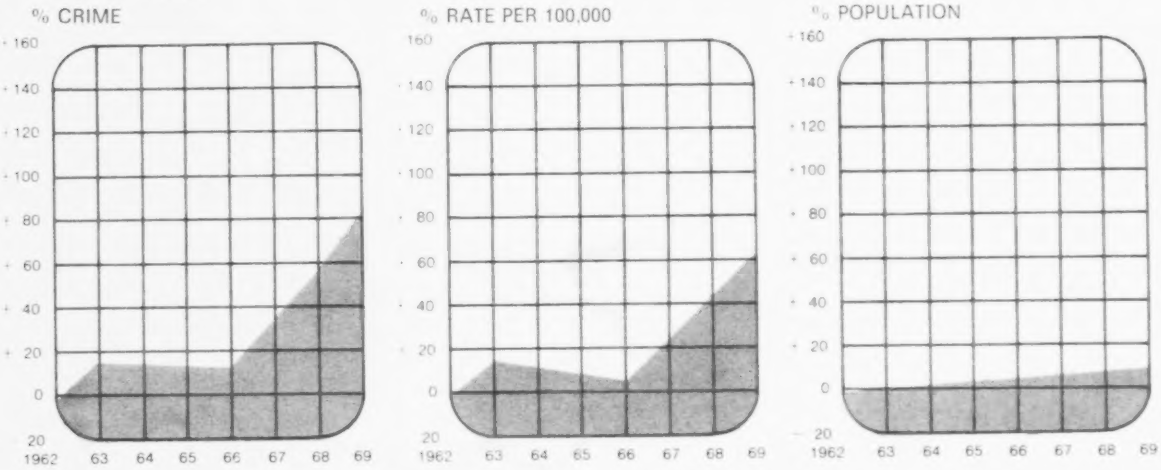
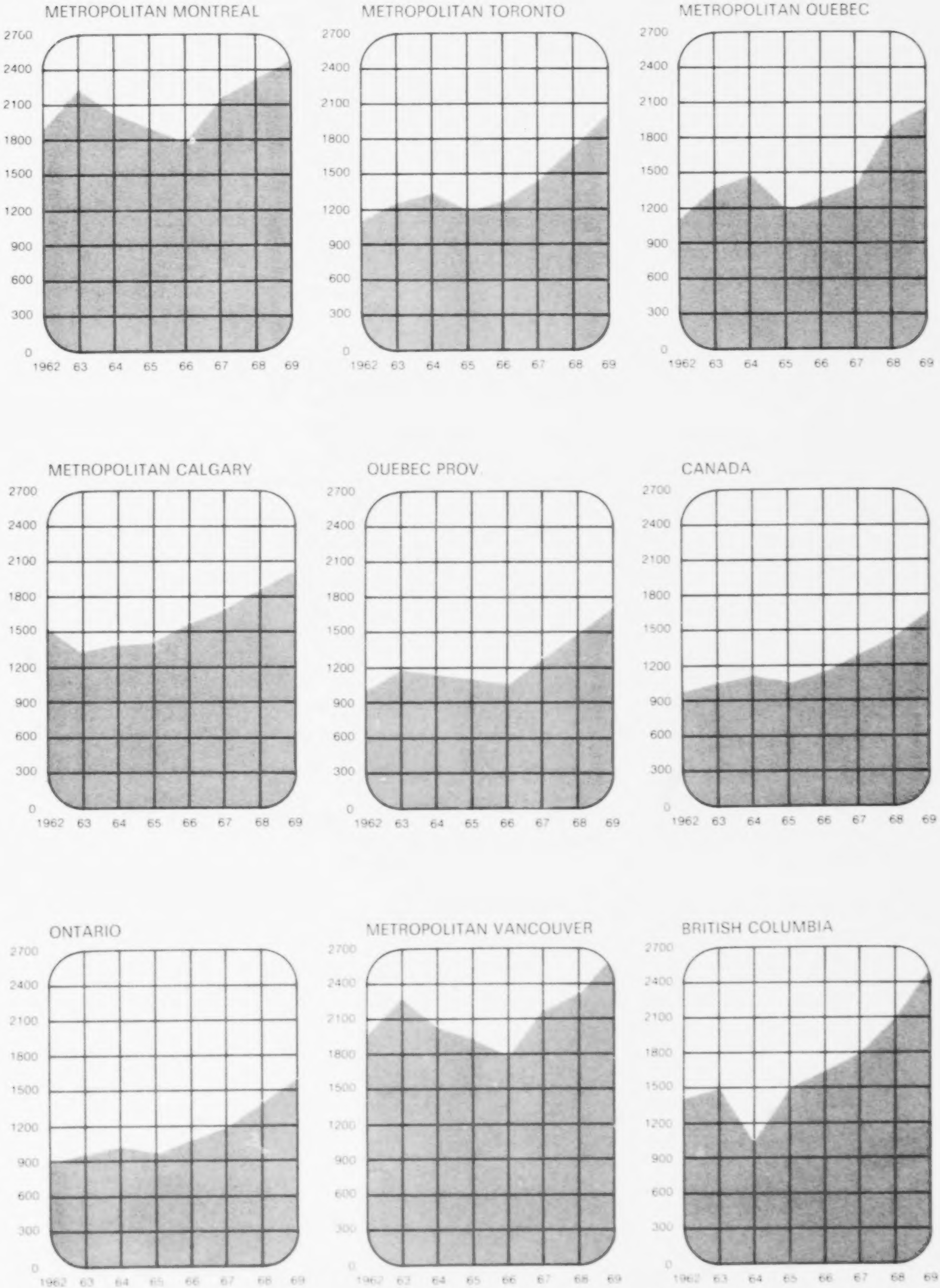


TABLE II
Population and Crime in the Province of Quebec (Number, Percentage, Rate and Index) 1962-1969; 1962 = 100

		1962	1963	1964	1965	1966	1967	1968	1969
POPULATION IN 000	N	5,430	5,524	5,624	5,712	5,830	5,910	5,962	6,004
	%	100	101.7	103.6	105.2	107.4	108.8	109.8	110.6
CRIMINAL INDEX	N	56,399	66,625	65,997	65,279	65,025	76,534	88,830	103,045
	%	100	118.1	117.0	115.7	115.3	135.7	157.5	182.7
	R	1038.7	1206.1	1173.5	1142.8	1115.4	1295.0	1490.1	1716.3
	I	100	116.1	112.9	110.0	107.3	124.6	143.4	165.2
CRIMES AGAINST PERSONS	N	3,496	4,512	3,457	3,348	3,198	3,782	4,459	5,547
	%	100	129.1	98.9	95.8	91.5	108.2	127.6	158.7
	R	64.4	81.7	61.5	58.6	54.9	64.0	74.8	92.4
	I	100	126.9	95.5	91.4	85.2	99.4	116.2	143.5
CRIMES AGAINST PROPERTY	N	52,903	62,113	62,540	61,931	61,827	72,752	84,378	97,498
	%	100	117.4	118.2	117.1	116.9	137.5	159.5	184.3
	R	974.3	1,124.4	1,112.0	1,084.2	1,060.5	1,231.0	1,415.3	1,623.9
	I	100	115.4	114.1	111.3	108.9	126.4	145.3	166.9
HOMICIDE	N	62	68	51	64	56	75	101	124
	%	100	109.7	82.3	103.2	90.3	120.9	162.9	200.0
	R	1.1	1.2	.9	1.2	1.0	1.3	1.7	2.1
	I	100	105.3	79.8	98.3	84.2	111.4	148.3	181.6
RAPE	N	187	184	205	174	205	207	236	260
	%	100	98.4	109.6	93.1	109.6	110.7	126.2	139.0
	R	3.4	3.3	3.7	3.1	3.5	3.5	4.0	4.3
	I	100	96.9	106.1	88.7	102.3	101.7	115.1	125.9
INJURIES	N	773	846	348	328	366	332	407	451
	%	100	109.4	45.0	42.4	47.4	42.9	52.7	583
	R	14.2	15.3	6.2	5.8	6.3	5.6	6.8	7.5
	I	100	107.5	43.5	40.3	44.0	39.5	47.9	52.7
THEFT WITH PERSONAL INJURY	N	2,474	3,414	2,853	2,782	2,616	3,168	3,715	4,712
	%	100	138.0	115.3	112.5	105.7	128.0	150.2	190.5
	R	45.6	61.8	50.7	48.7	44.8	53.6	62.3	78.5
	I	100	135.7	111.4	106.9	98.5	117.7	136.8	172.3
BREAKING AND ENTERING	N	20,572	26,539	26,838	26,972	26,079	31,943	39,095	43,765
	%	100	129.0	130.5	131.1	126.8	155.3	190.0	212.8
	R	378.9	480.4	477.2	472.2	447.3	540.5	655.7	728.9
	I	100	126.8	125.9	124.6	118.1	142.7	173.1	192.4
THEFT · S50	N	20,004	20,769	21,749	22,190	23,446	27,053	29,551	35,577
	%	100	103.8	108.7	110.9	117.2	135.2	147.7	177.9
	R	368.4	375.9	386.7	388.5	402.2	457.8	495.7	592.6
	I	100	102.1	104.9	105.5	109.2	124.3	134.5	160.8
CAR THEFT	N	12,327	14,805	13,953	12,769	12,302	13,756	15,732	18,156
	%	100	120.1	113.2	103.6	99.8	111.6	127.7	147.3
	R	227.2	268.0	248.1	223.5	211.0	232.8	263.9	302.4
	I	100	118.1	109.3	98.5	92.9	102.5	116.2	133.2
CRIMINAL CODE	N	110,452	122,300	135,501	133,170	148,295	171,268	191,293	217,501
	%	100	110.7	122.7	120.6	134.3	155.1	173.2	196.9
	R	2,034.1	2,213.9	2,409.3	2,331.4	2,543.7	2,897.9	3,208.5	3,622.7
	I	100	108.8	118.5	114.6	125.1	142.5	157.7	178.1
CR/CC	%	51.1	54.5	48.7	49.0	43.9	44.7	46.4	47.4

GRAPH III

Crime Rate Evaluation per 100,000 Population, During 1962-1969, in different Geographical Areas.



METROPOLITAN MONTREAL

METROPOLITAN TORONTO

METROPOLITAN QUEBEC

METROPOLITAN CALGARY

QUEBEC PROV.

CANADA

ONTARIO

METROPOLITAN VANCOUVER

BRITISH COLUMBIA

TABLE IV
Comparative Crime Rate per 100,000 (1969) Population.

AMERICAN AGGLOMERATIONS		CANADIAN AGGLOMERATIONS		CANADIAN PROVINCES	
San Francisco	5441.1	Vancouver	3203.6	British Columbia	2455.6
Los Angeles	4852.1	Montreal	2606.4	Quebec	1716.3
New York	4731.5	Ottawa	2274.2	Alberta	1696.5
Detroit	4282.6	Hamilton	2257.5	Canada	1666.2
Baltimore	4256.3	Windsor	2173.3	Manitoba	1656.5
Washington	4018.8	Winnipeg	2089.7	Ontario	1607.8
Saint Louis	3302.2	Edmonton	2069.5	Saskatchewan	1495.2
Cleveland	3162.2	Quebec	2031.6	Nova Scotia	1004.3
Boston	2834.6	Calgary	2025.9	Newfoundland	913.4
Chicago	2680.4	Toronto	2012.6	N. Brunswick	871.9
United States	2471.1	Halifax	1834.7	Prince Edward Island	789.1
Pittsburg	2126.9	London	1152.3		
Philadelphie	1753.2				

GRAPH V
The Percentage Variation of Criminality, the Rate per 100,000 Population, and the Increase in Population, the Montreal UrbanCommunity (1962-1969; 1962=100)

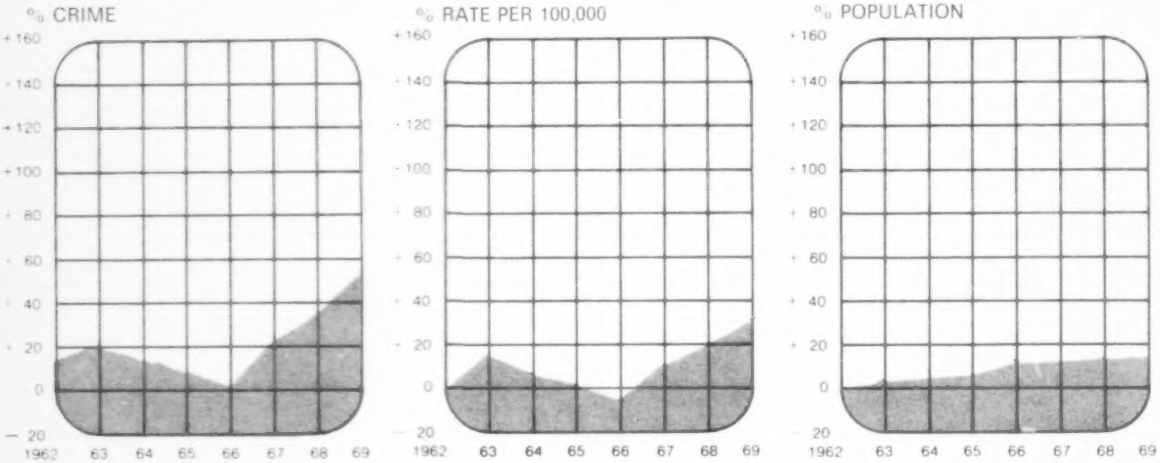


TABLE VI
Population and Criminality in Quebec by Administrative Regions - 1969 (1962 = 100)

REGION		St. Lawrence Gaspe	Saguenay St. Jean	Quebec	Trois-Rivières	Eastern Townships	Montreal	Outaouais	North West	North Shore
POPULATION	N	332,549	271,940	835,049	396,054	227,358	3,607,343	235,912	124,959	86,333
	RN	75,618	181,996	523,112	267,620	145,450	3,093,578	143,578	74,332	50,887
CRIME-INDEX	N	277	1,822	8,349	2,783	2,185	66,466	3,492	1,418	639
	%	227.1	230.3	258.9	186.8	226.7	174.6	304.7	254.1	215.9
	R	366.3	1001.1	1596.0	1039.9	1502.9	2148.9	2432.1	1907.7	1255.7
	I	167.1	141.3	182.8	139.3	180.1	123.8	201.6	216.4	134.0
CRIMES AGAINST PERSONS	N	10	32	320	68	72	4,204	142	97	22
	%	58.8	152.4	251.9	174.4	133.3	144.3	267.9	269.4	69.2
	R	13.2	17.6	61.2	25.4	49.5	135.9	99.0	130.5	43.2
	I	43.3	93.5	177.9	130.0	103.8	102.4	177.3	229.5	104.1
CRIMES AGAINST PROPERTY	N	267	1,790	8,029	2,715	2,113	62,262	3,350	1,321	617
	%	254.3	232.5	259.2	187.1	232.2	177.1	306.5	253.1	218.0
	R	353.1	983.5	1534.9	1014.5	1452.7	2113.0	2333.3	1777.2	1212.4
	I	187.1	142.6	183.0	139.5	184.5	131.9	202.8	215.5	135.3
HOMICIDE	N	0	2	8	2	1	60	1	4	1
	%	—	200.0	800.0	100.0	100.0	193.5	50.0	400.0	100.0
	R	—	1.1	1.5	0.8	0.7	1.9	0.7	5.4	2.0
	I	—	164.2	566.7	75.0	83.1	137.6	33.2	365.9	100.0
RAPE	N	1	2	20	5	0	116	15	1	0
	%	100	200.0	666.7	500.0	0	117.2	373.0	33.3	0
	R	13.2	1.10	3.8	3.0	0	3.8	10.5	1.4	0
	I	919.4	200.0	471.6	598.0	0	83.2	248.2	28.5	0
INJURIES	N	8	14	76	3	6	255	5	11	9
	%	400.0	1400.0	633.3	100.0	120.0	401.0	27.8	183.3	450.0
	R	105.8	7.7	14.5	1.1	4.1	8.2	3.5	14.8	17.7
	I	229.4	854.4	447.1	74.7	95.4	29.4	15.0	156.1	279.5
THEFT	N	1	14	216	58	65	3,773	121	81	12
	%	6.7	70.0	194.6	175.8	132.7	175.7	417.2	300.0	92.3
	R	1.3	7.7	41.3	21.7	44.7	122.0	84.3	108.9	23.6
	I	4.9	42.9	137.4	1444.7	105.4	124.6	277.1	255.5	57.3
BREAKING AND ENTERING	N	113	685	2,814	986	935	28,000	1,160	456	284
	%	217.3	366.3	307.5	239.9	272.6	194.3	329.6	208.2	319.1
	R	14.9	376.4	537.9	368.4	642.8	905.3	016.9	613.5	558.1
	I	160.0	224.7	217.1	178.9	216.6	137.8	274.5	177.3	198.1
THEFT + S50	N	131	805	3,448	1,236	828	21,687	1,340	590	274
	%	327.6	187.2	375.2	156.0	277.9	187.7	290.1	287.8	224.6
	R	17.3	442.3	659.1	458.1	569.3	701.2	933.3	793.7	538.5
	I	24.1	114.9	266.1	116.3	226.0	133.1	196.6	245.1	139.4
AUTO THEFT	N	23	300	1,767	503	350	12,575	850	275	59
	%	176.9	196.1	139.8	198.0	130.1	136.8	293.1	280.6	81.9
	R	30.4	164.8	337.8	188.0	240.6	406.6	592.0	369.9	116.0
	I	130.2	120.3	98.7	147.7	103.4	97.1	194.0	239.0	50.9
CRIMINAL CODE	N	682	4,168	16,407	5,712	5,201	128,694	6,375	3,524	1,735
	%	144.8	309.9	248.1	150.8	223.2	196.1	237.3	212.6	186.8
	R	901.9	2290.2	3136.4	2134.4	3575.8	4170.8	4440.1	4740.9	3409.5
	I	106.6	190.1	175.2	112.4	177.4	132.4	157.0	181.0	115.9

TABLE VII

Classification of Regions by Order of Rank According to the Diverse Crime Rates per 100,000 Population (1969)

RANK	RATE OF CRIME-INDEX	RATE OF CRIMES AGAINST PERSONS	RATE OF CRIME AGAINST PROPERTY	RATE OF CRIMINAL CODE INFRACTIONS
1st	Outaouais	Montreal	Outaouais	North West
2nd	Montreal	North West	Montreal	Outaouais
3rd	North West	Outaouais	North West	Montreal
4th	Quebec	Quebec	Quebec	Eastern Townships
5th	Eastern Townships	Eastern Townships	Eastern Townships	North Shore
6th	North Shore	North Shore	North Shore	Quebec
7th	Trois-Rivières	Trois-Rivières	Trois-Rivières	Saguenay
8th	Saguenay	Saguenay	Saguenay	Trois-Rivières
9th	Lower St. Lawrence	Lower St. Lawrence	Lower St. Lawrence	Lower St. Lawrence

GRAPH VIII

The Percentage Variation of Criminality, the Rate per 100,000 Population, and the Increase in Population, the Quebec Metropolitan Area (1962-1969; 1962 = 100)

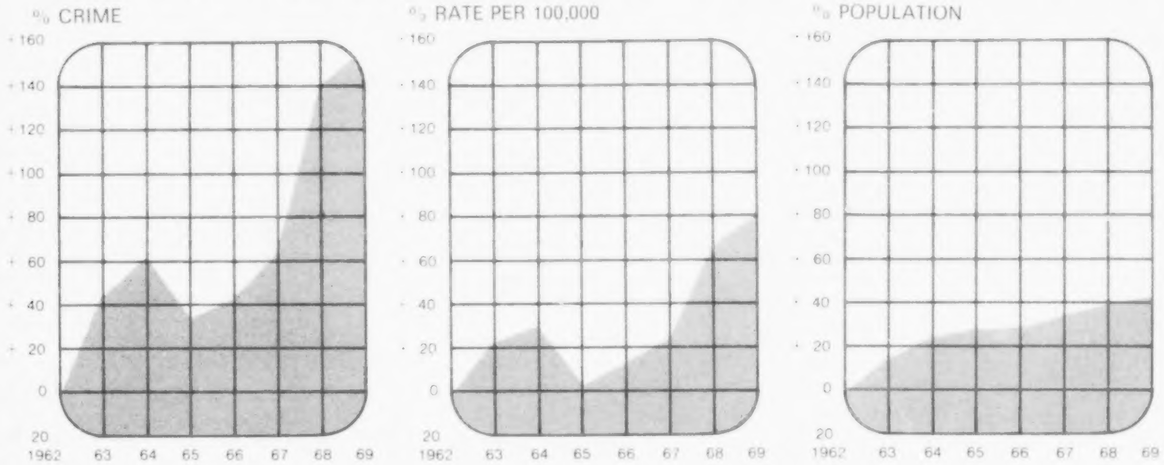


TABLE IX

Classification of Territories by Order of Rank According to Crime Rate and Rate of Crimes Solved in 1969

RANK	RATE OF CRIME	RATE OF SOLUTION
1st	Vancouver	Metro-Toronto
2nd	Metro-Montreal	Ontario
3rd	British Columbia	Canada
4th	Metro-Quebec	Quebec Province
5th	Metro-Calgary	British Columbia
6th	Metro-Toronto	Metro-Calgary
7th	Quebec Province	Metro-Quebec
8th	Canada	Vancouver
9th	Ontario	Metro-Montreal

RAU — -.83; P .01 pour 7 degrés de liberté

GRAPH X
Development Rate of Crimes Solved Diverse Geographical Areas (1962-1969)

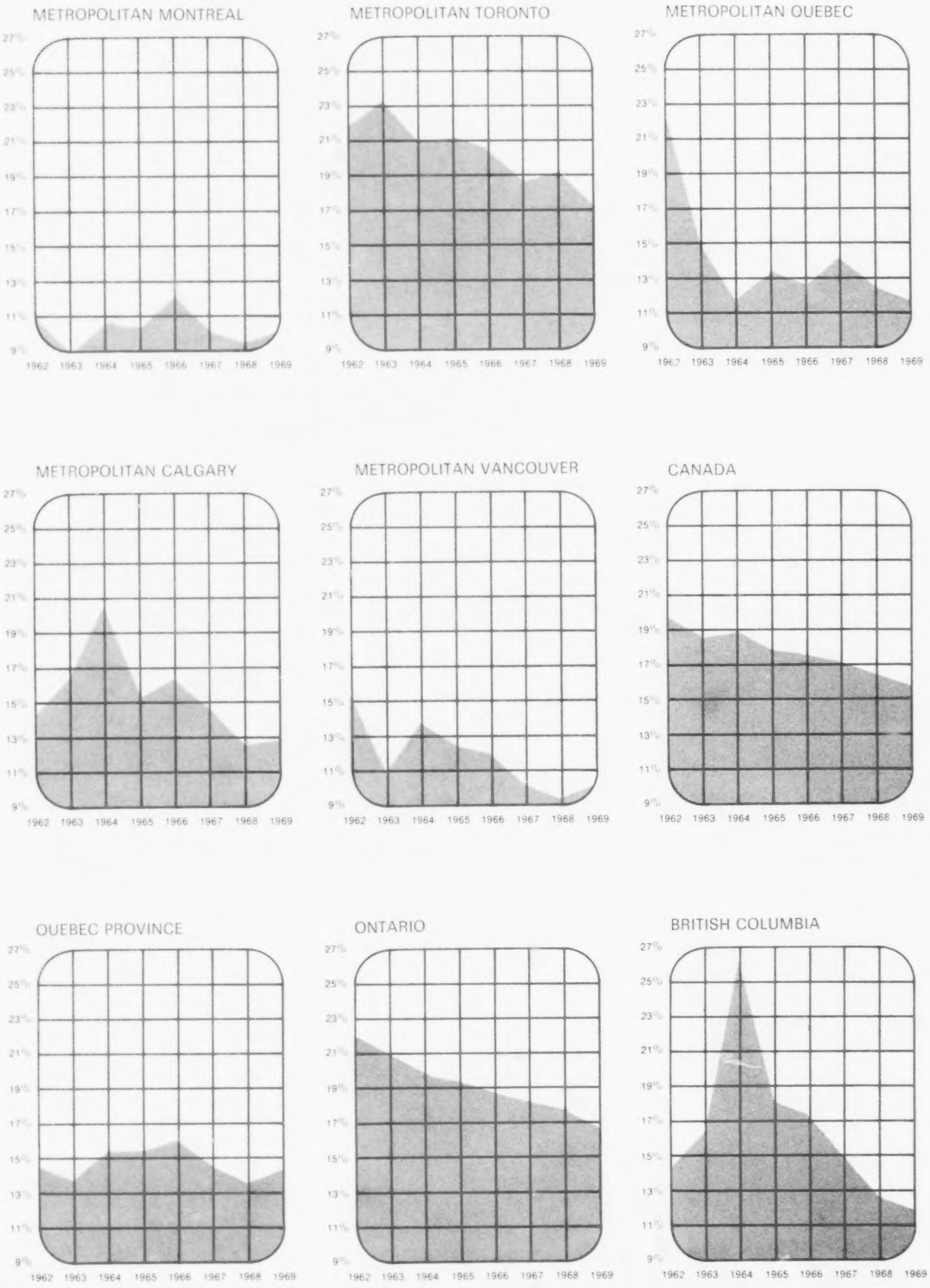


TABLE XI

Regions of Quebec Classified by Order of Rank According to the Rate of Crime and Solution Rate in 1969

RANK	RATE OF CRIME	RATE OF SOLUTION
1st	Outaouais	Lower St. Lawrence
2nd	Montreal	Saguenay
3rd	Northwest	North West
4th	Quebec	Trois-Rivieres
5th	Eastern Townships	North Shore
6th	North Shore	Eastern Townships
7th	Trois-Rivieres	Quebec
8th	Saguenay	Outaouais
9th	Lower St. Lawrence	Montreal

RAU — -.95; P .01 pour 7 degrés de liberté

GRAPH XII
Crimes Solved by Indictments. Quebec Average (1962-1969)

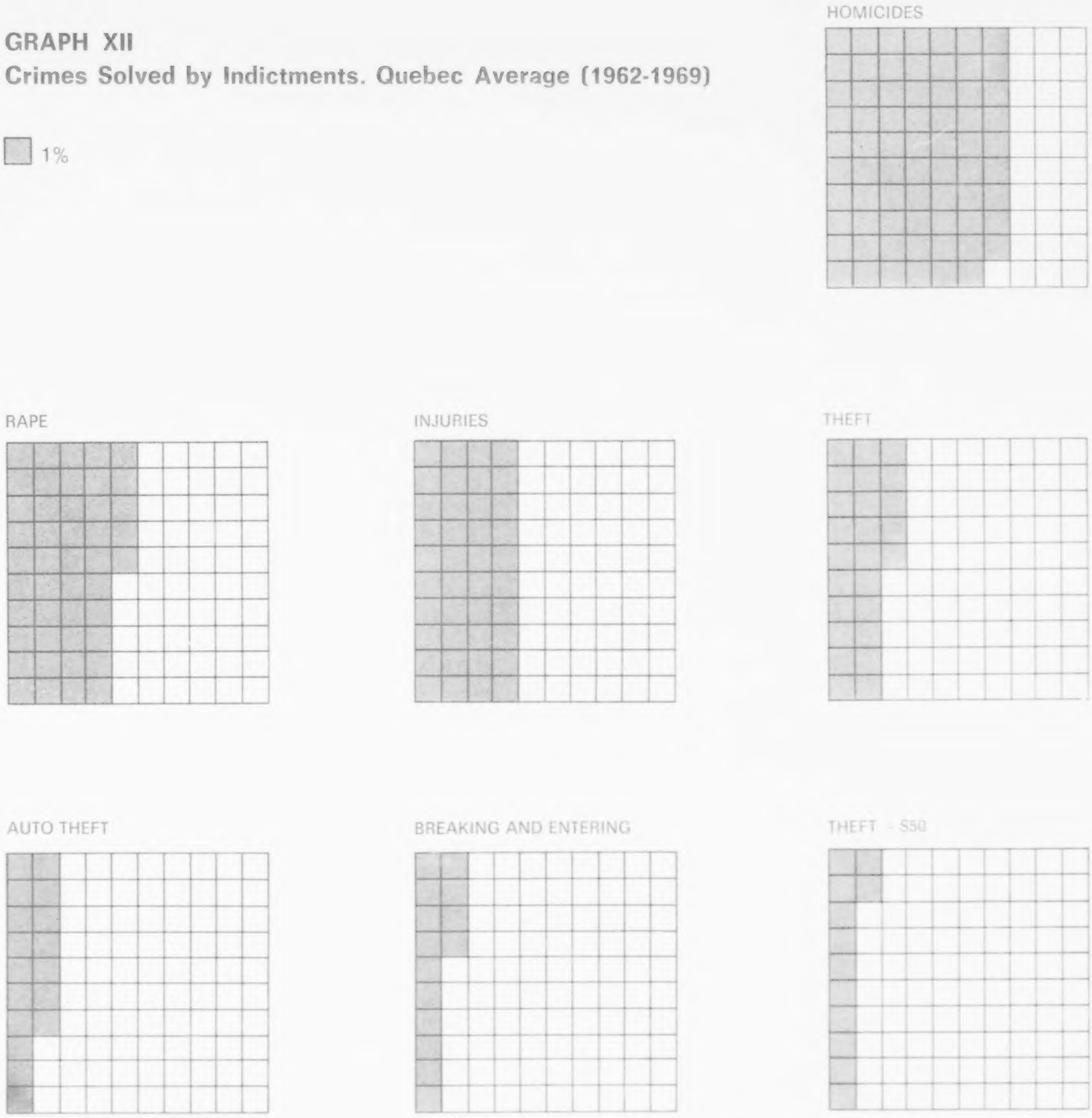
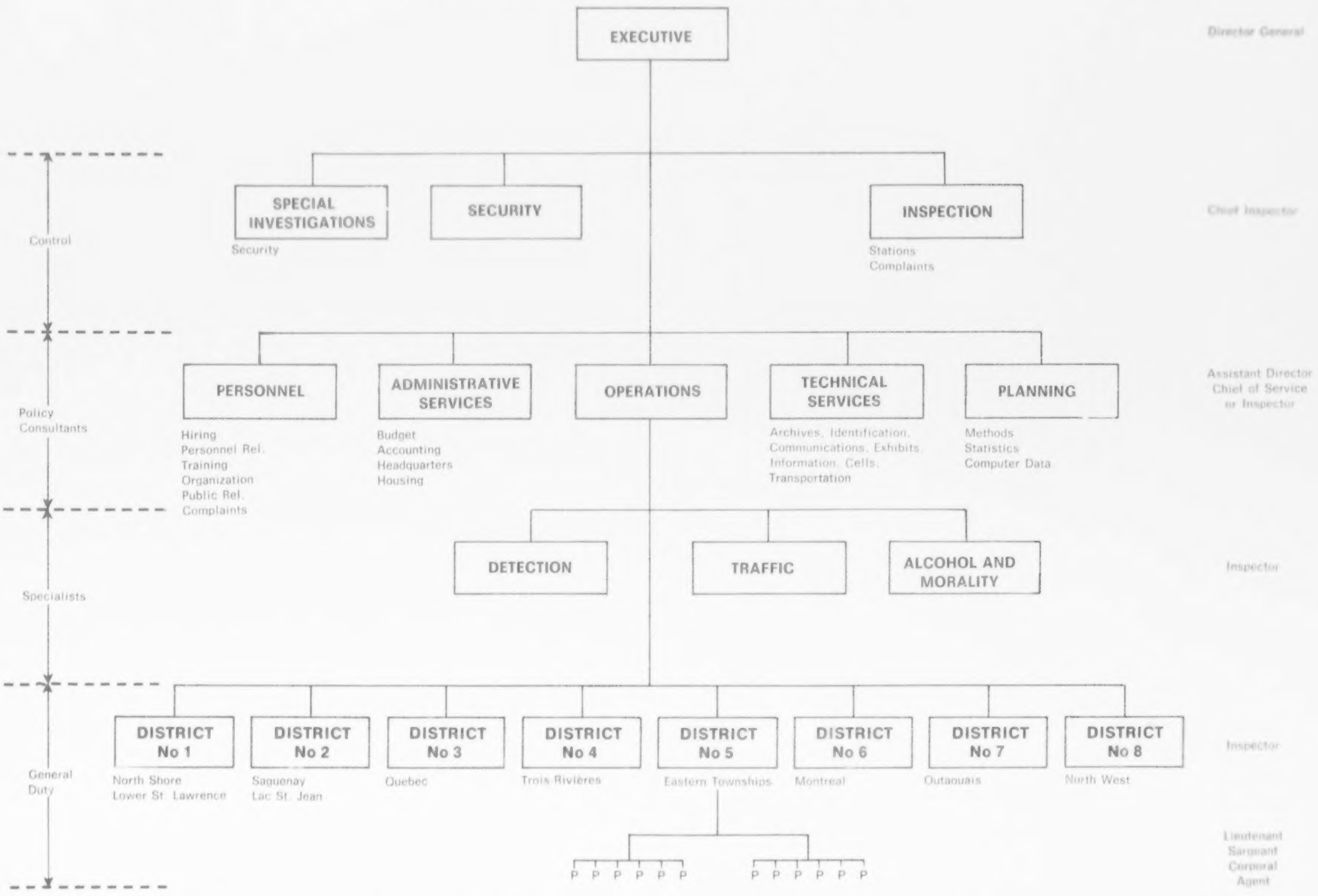


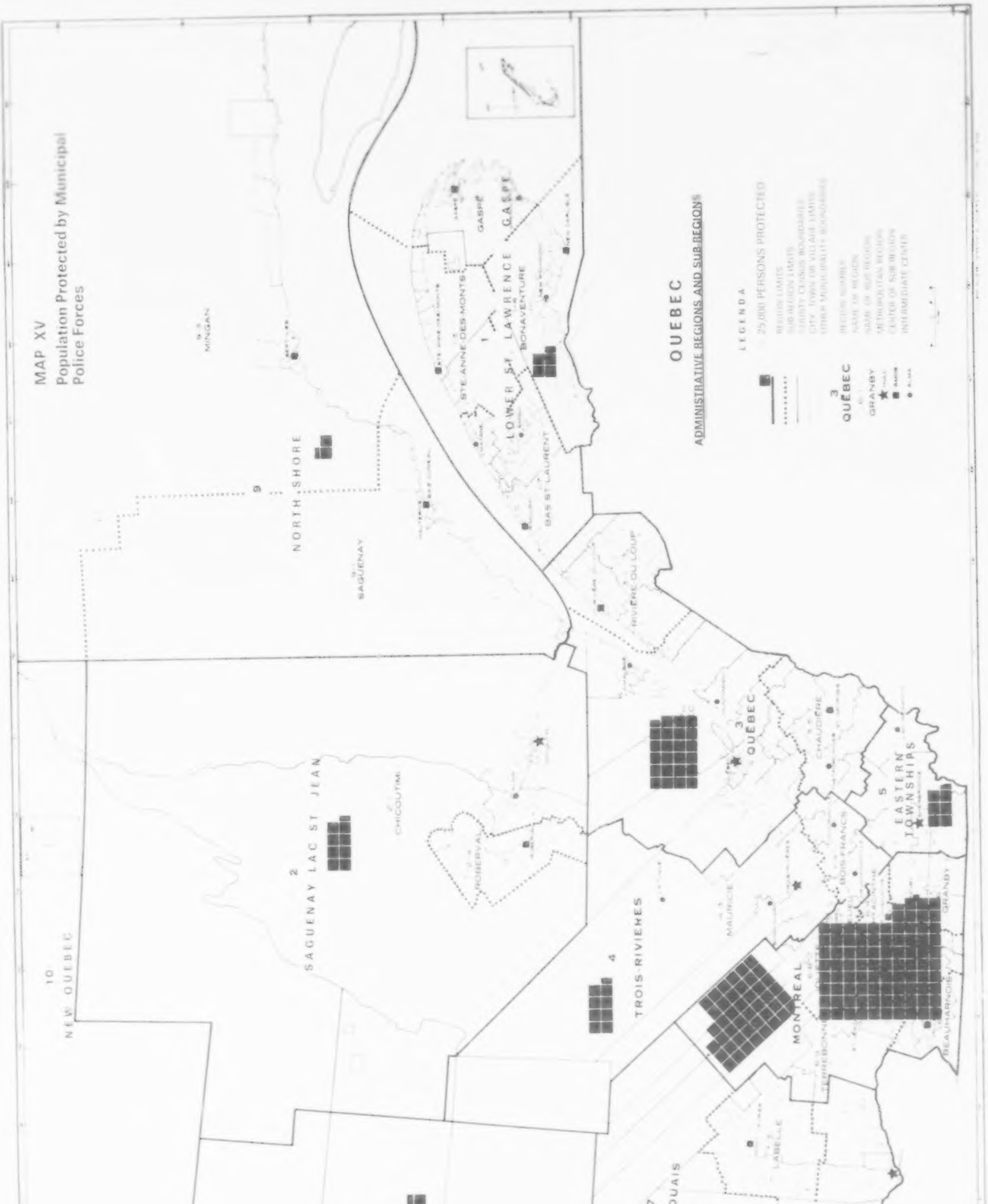
TABLE XIII
Comparative Rates of Crimes Solved (1969)

	Québec %	Ontario %	Canada %
Homicides	62.90	77.06	74.35
Rape	46.54	52.84	49.66
Injuries	52.99	67.27	61.98
Theft	21.94	29.59	25.78
Crimes Against Persons	26.54	41.62	34.08
Auto Theft	15.67	19.51	18.97
Breaking and Entering	14.40	18.69	17.39
Theft $50	11.00	10.98	10.53
Crimes Against Property	13.40	16.14	15.25
Crime Index	14.10	16.93	15.96

CHART XIV

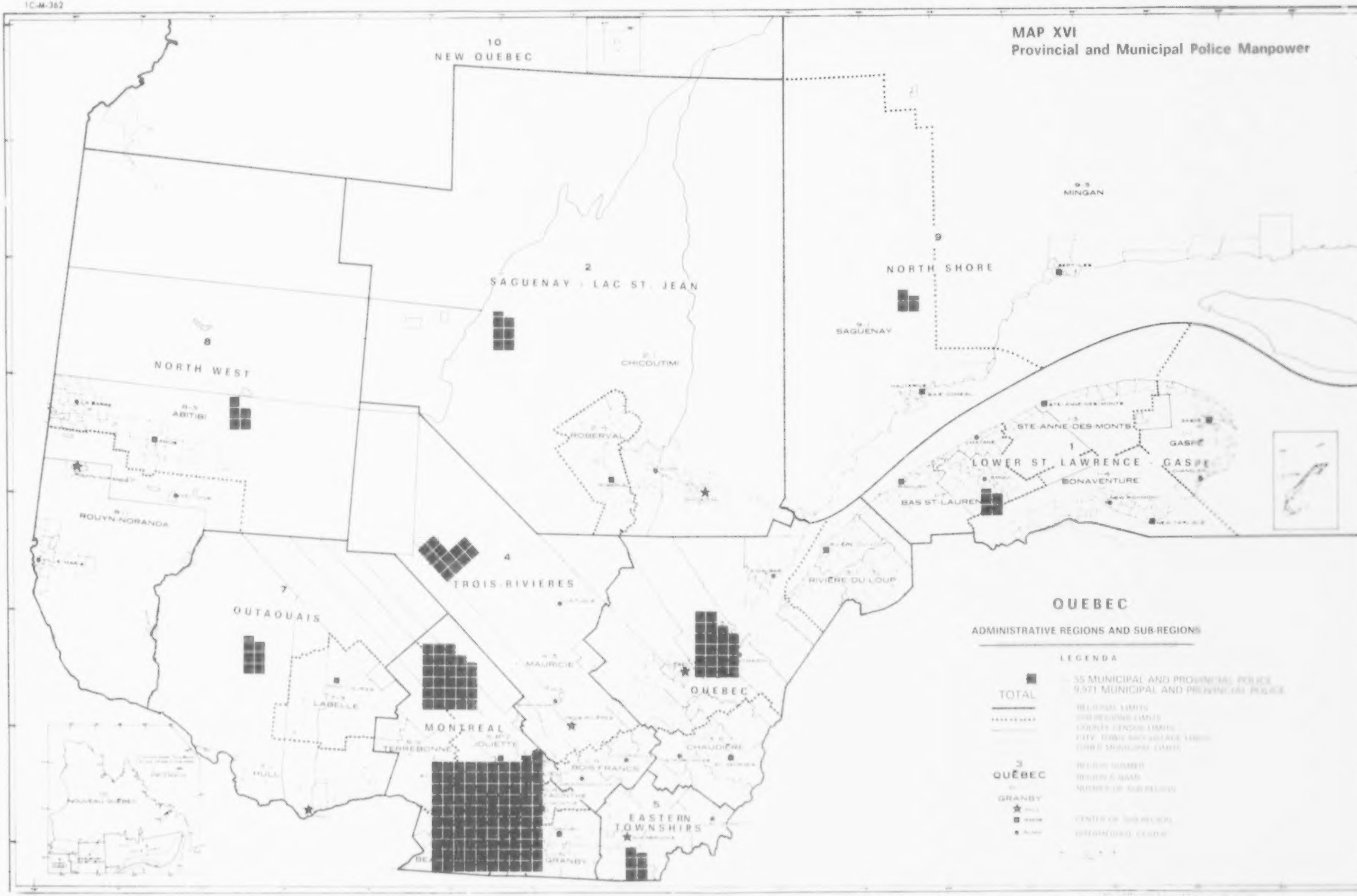
Organization Chart of the Quebec Police Force


RANKS - TITLES
EXECUTIVE
Director General
SPECIAL INVESTIGATIONS
Security
SECURITY
INSPECTION
Stations
Complaints
Chief Inspector
Control
PERSONNEL
Hiring
Personnel Rel.
Training
Organization
Public Rel.
Complaints
ADMINISTRATIVE SERVICES
Budget
Accounting
Headquarters
Housing
OPERATIONS
TECHNICAL SERVICES
Archives, Identification,
Communications, Exhibits,
Information, Cells,
Transportation
PLANNING
Methods
Statistics
Computer Data
Assistant Director
Chief of Service
or Inspector
Policy Consultants
DETECTION
TRAFFIC
ALCOHOL AND MORALITY
Inspector
Specialists
DISTRICT No 1
North Shore
Lower St. Lawrence
DISTRICT No 2
Saguenay
Lac St. Jean
DISTRICT No 3
Quebec
DISTRICT No 4
Trois Rivières
DISTRICT No 5
Eastern Townships
DISTRICT No 6
Montreal
DISTRICT No 7
Outaouais
DISTRICT No 8
North West
Inspector
General Duty
P P P P P P
P P P P P P
Lieutenant
Sargeant
Corporal
Agent



MAP XV
Population Protected by Municipal Police Forces

QUEBEC
ADMINISTRATIVE REGIONS AND SUB-REGIONS
LEGENDA
25,000 PERSONS PROTECTED
REGION LIMITS
SUB-REGION LIMITS
COUNTY CENSUS BOUNDARIES
CITY, TOWN OR VILLAGE LIMITS
OTHER MUNICIPALITY BOUNDARIES
REGION NUMBER
NAME OF REGION
NAME OF SUB-REGION
METROPOLITAN REGION
CENTER OF SUB-REGION
INTERMEDIATE CENTER
3 QUEBEC
GRANBY
1 LOWER ST. LAWRENCE
GASPE
BONAVENTURE
STE ANNE DES MONTS
BAS ST LAURENT
RIVIERE DU LOUP
2 SAGUENAY LAC ST JEAN
CHICOUTIMI
ROBERVAL
3 QUEBEC
CHAUDIERE
4 TROIS RIVIERES
MAURICIE
BOIS FRANCS
5 EASTERN TOWNSHIPS
MONTREAL
GRANBY
BEAUHARNOIS
TERREBONNE
LABELLE
7 OUTAOUAIS
HULL
8 NORTH WEST
ABITIBI
ROUYN-NORANDA
9 NORTH SHORE
SAGUENAY
MINGAN
10 NEW QUEBEC
TC-M-362



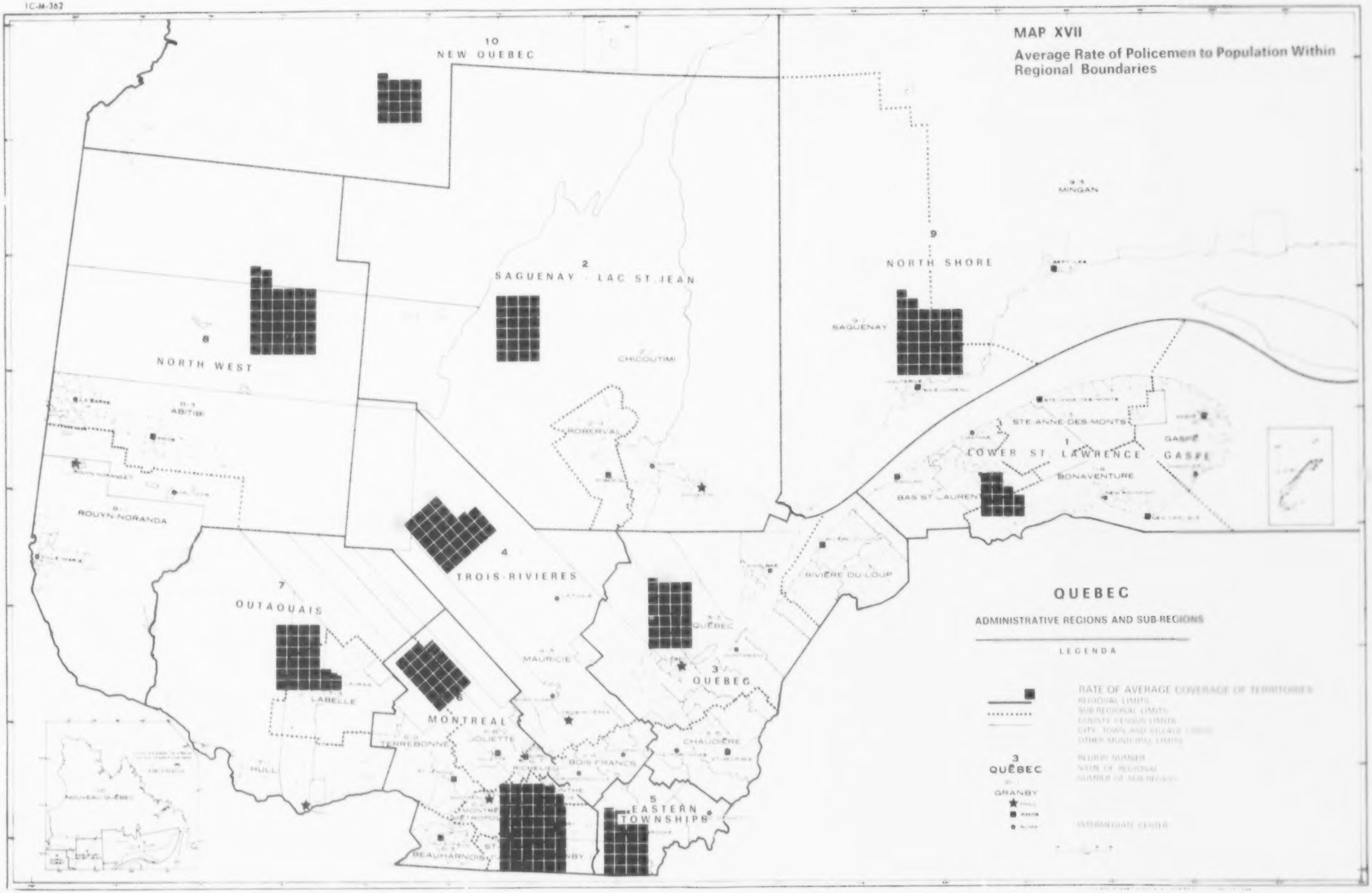
MAP XVI
Provincial and Municipal Police Manpower

1C-M-362
10 NEW QUEBEC
2 SAGUENAY - LAC ST. JEAN
CHICOUTIMI
ROBERVAL
9 NORTH SHORE
SAGUENAY
MINGAN
8 NORTH WEST
ABITIBI
ROUYN-NORANDA
4 TROIS-RIVIERES
MAURICIE
BOIS FRANCS
7 OUTAOUAIS
LABELLE
HULL
MONTREAL
TERREBONNE
JOLIETTE
GRANBY
5 EASTERN TOWNSHIPS
QUEBEC
CHAUDIERE
RIVIERE DU LOUP
1 LOWER ST. LAWRENCE - GASPE
BAS ST-LAURENT
STE-ANNE-DES-MONTS
BONAVENTURE
GASPE
QUEBEC
ADMINISTRATIVE REGIONS AND SUB-REGIONS
LEGENDA
55 MUNICIPAL AND PROVINCIAL POLICE
TOTAL 9,571 MUNICIPAL AND PROVINCIAL POLICE
REGIONAL LIMITS
SUB-REGIONAL LIMITS
COUNTY CENSUS LIMITS
CITY, TOWN AND VILLAGE LIMITS
OTHER MUNICIPAL LIMITS
3 REGION NUMBER
QUEBEC REGION'S NAME
NUMBER OF SUB-REGION
GRANBY
CENTER OF SUB-REGION
INTERMEDIATE CENTER

IC-M-362

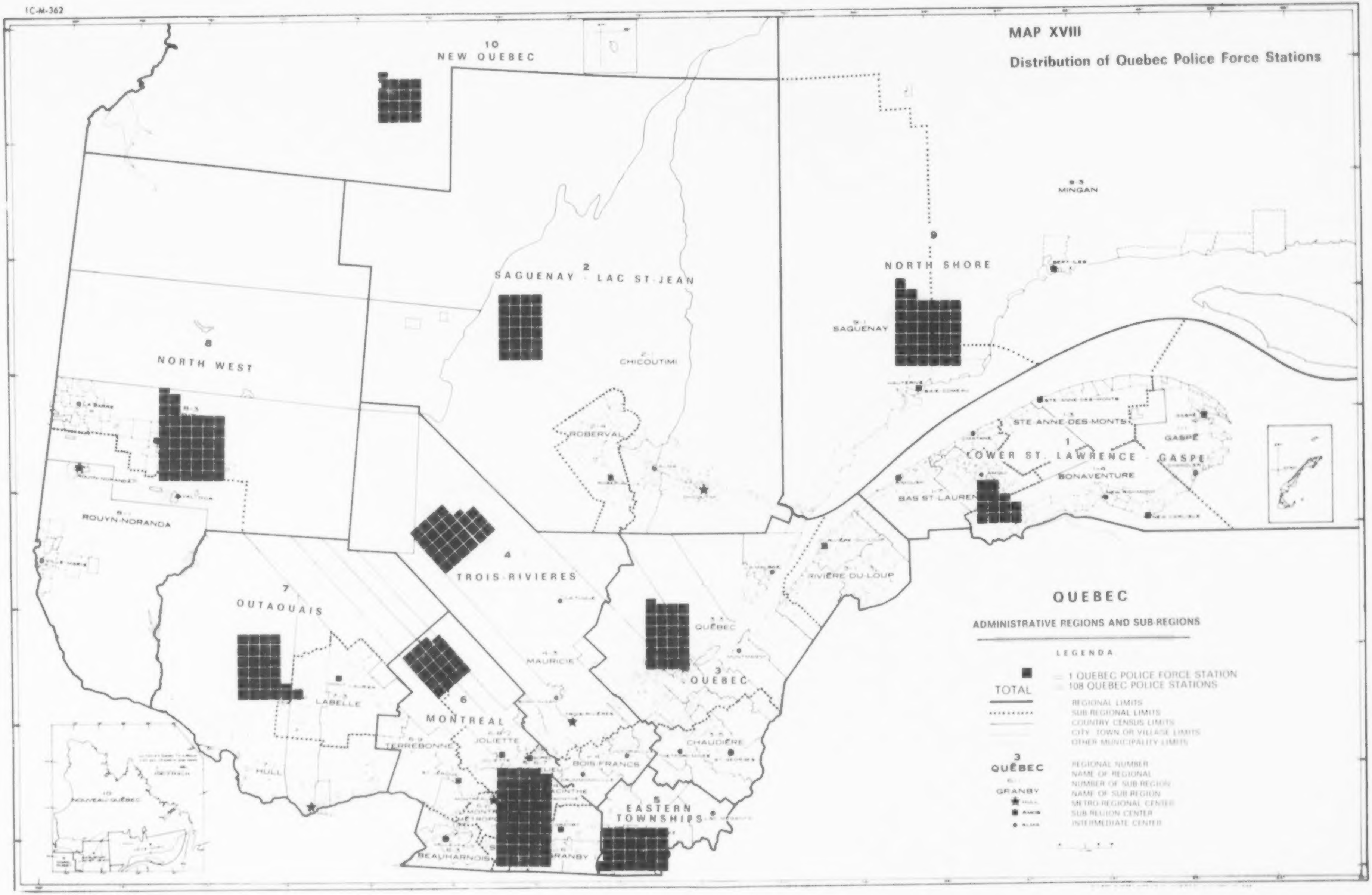
MAP XVII

Average Rate of Policemen to Population Within Regional Boundaries


10
NEW QUEBEC
2
SAGUENAY - LAC ST-JEAN
CHICOUTIMI
ROBERVAL
9
NORTH SHORE
SAGUENAY
MINGAN
8
NORTH WEST
ABITIBI
ROUYN-NORANDA
4
TROIS-RIVIERES
MAURICIE
1
LOWER ST. LAWRENCE
STE-ANNE-DES-MONTS
GASPE
BONAVENTURE
BAS ST-LAURENT
RIVIERE-DU-LOUP
3
QUEBEC
CHAUDIERE
7
OUTAOUAIS
LABELLE
HULL
6
MONTREAL
JOLIETTE
TERREBONNE
RICHELIEU
BOIS-FRANCS
BEAUHARNOIS
5
EASTERN TOWNSHIPS
QUEBEC
ADMINISTRATIVE REGIONS AND SUB-REGIONS
LEGENDA
RATE OF AVERAGE COVERAGE OF TERRITORIES
REGIONAL LIMITS
SUB-REGIONAL LIMITS
CITY, TOWN AND VILLAGE LIMITS
OTHER MUNICIPAL LIMITS
3
QUEBEC
GRANBY
REGION NUMBER
NAME OF REGIONAL
NUMBER OF SUB-REGION
HULL
AMOS
ALMA
INTERMEDIATE CENTER

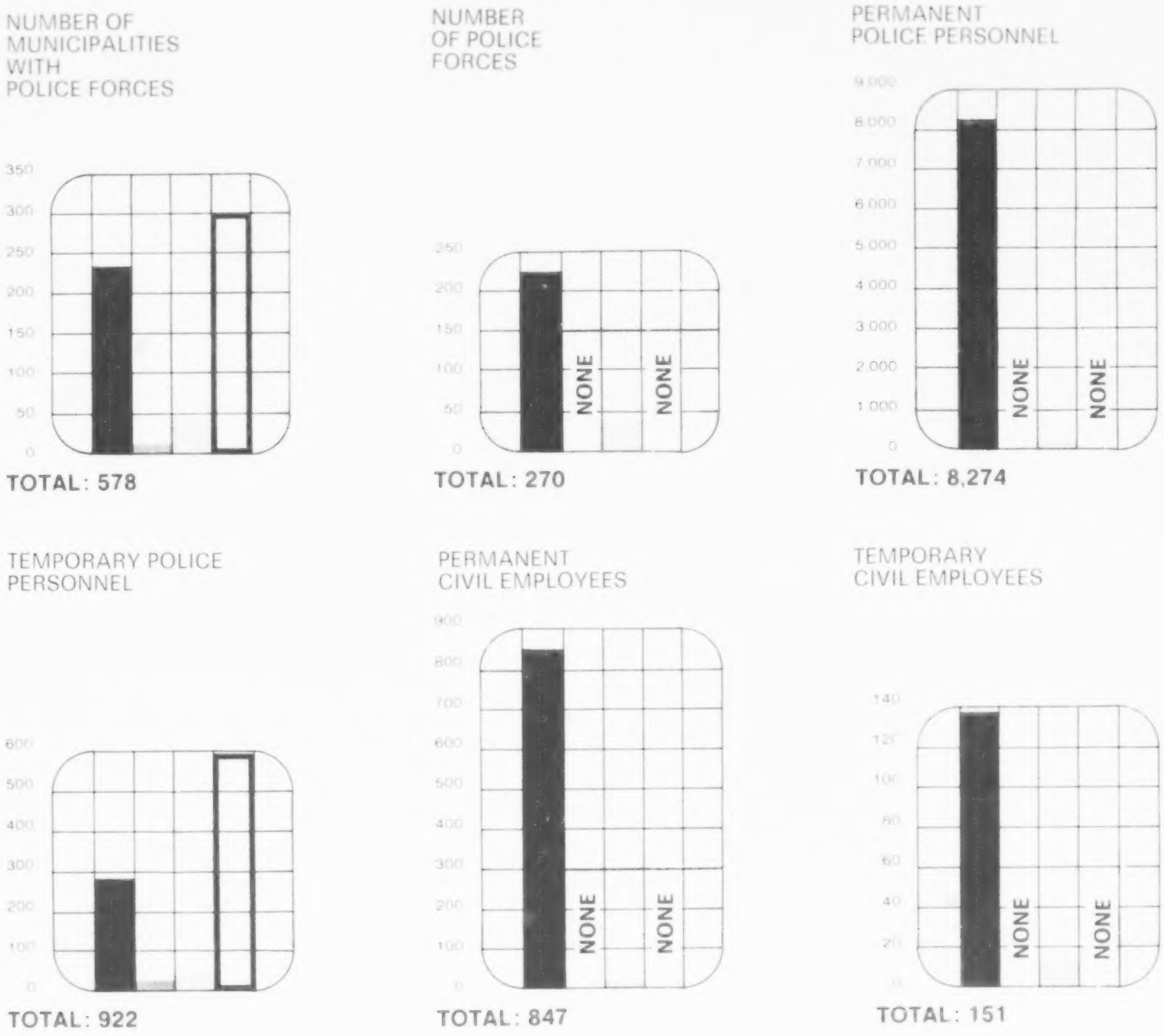
MAP XVIII

Distribution of Quebec Police Force Stations


IC-M-362
10 NEW QUEBEC
2 SAGUENAY - LAC ST-JEAN
CHICOUTIMI
ROBERVAL
9 NORTH SHORE
SAGUENAY
MINGAN
8 NORTH WEST
ROUYN-NORANDA
4 TROIS-RIVIERES
MAURICIE
7 OUTAOUAIS
LABELLE
HULL
6 MONTREAL
TERREBONNE
JOLIETTE
BEAUHARNOIS
GRANBY
BOIS FRANCS
5 EASTERN TOWNSHIPS
3 QUEBEC
QUEBEC
CHAUDIERE
RIVIERE DU LOUP
1 LOWER ST. LAWRENCE - GASPE
BAS ST-LAURENT
STE ANNE-DES-MONTS
BONAVENTURE
GASPE
QUEBEC
ADMINISTRATIVE REGIONS AND SUB-REGIONS
LEGENDA
■ = 1 QUEBEC POLICE FORCE STATION
TOTAL = 108 QUEBEC POLICE STATIONS
REGIONAL LIMITS
SUB-REGIONAL LIMITS
COUNTRY CENSUS LIMITS
CITY, TOWN OR VILLAGE LIMITS
OTHER MUNICIPALITY LIMITS
3 REGIONAL NUMBER
QUEBEC NAME OF REGIONAL
NUMBER OF SUB-REGION
GRANBY NAME OF SUB-REGION
★ HULL METRO-REGIONAL CENTER
■ AMOS SUB-REGION CENTER
● ALMA INTERMEDIATE CENTER
10 NOUVEAU-QUÉBEC

GRAPH XIX

Existing Municipal Police Forces as of December 31, 1970



● = CITIES AND TOWNS MAINTAINING A PERMANENT POLICE FORCE

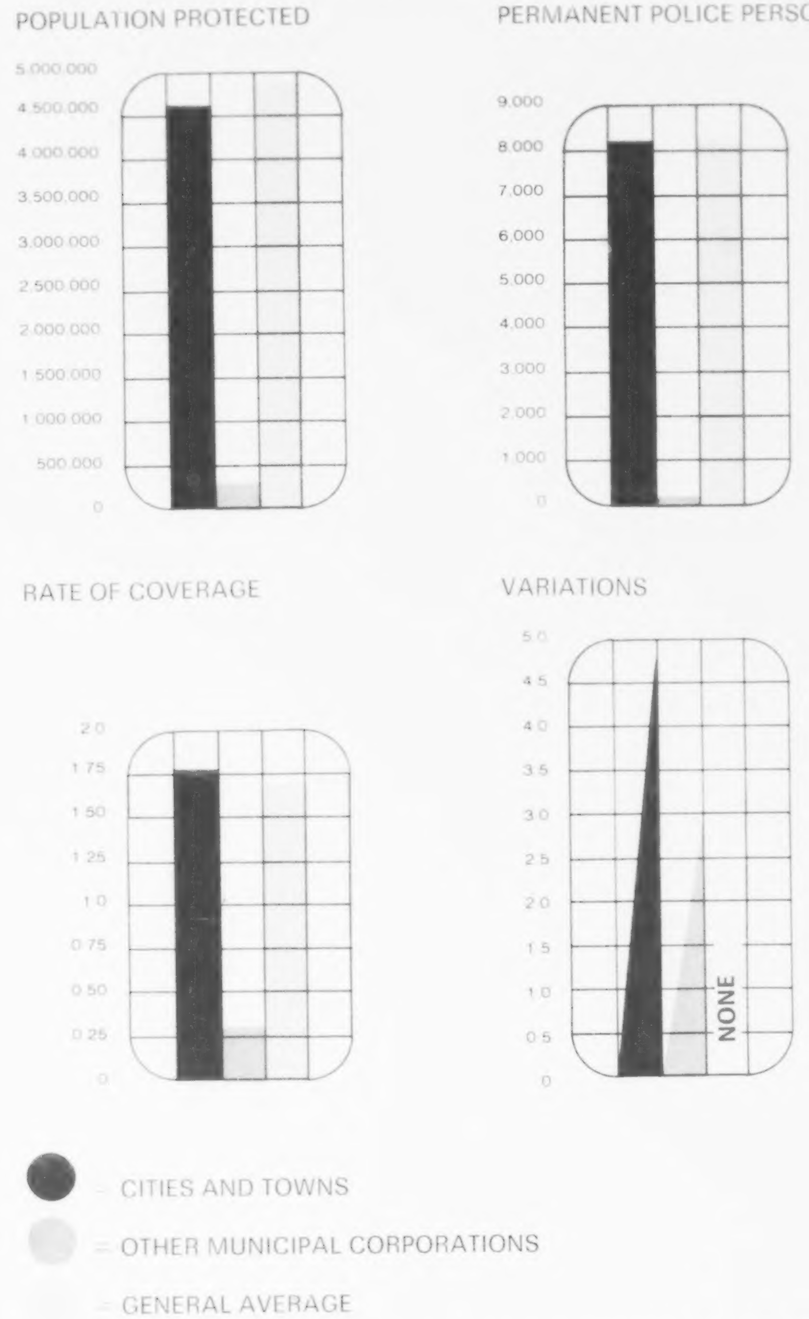
◍ = CITIES AND TOWNS WHO DO NOT MAINTAIN A PERMANENT POLICE FORCE BUT HIRE ON OCCASION TEMPORARY POLICE PERSONNEL

◌ = OTHER MUNICIPALITIES UNDER THE MUNICIPAL CODE WHO MAINTAIN A PERMANENT POLICE FORCE.

○ = OTHER MUNICIPALITIES UNDER THE MUNICIPAL CODE WHILE NOT MAINTAINING A PERMANENT POLICE FORCE DO HIRE, ON OCCASION, TEMPORARY POLICE PERSONNEL

GRAPH XX

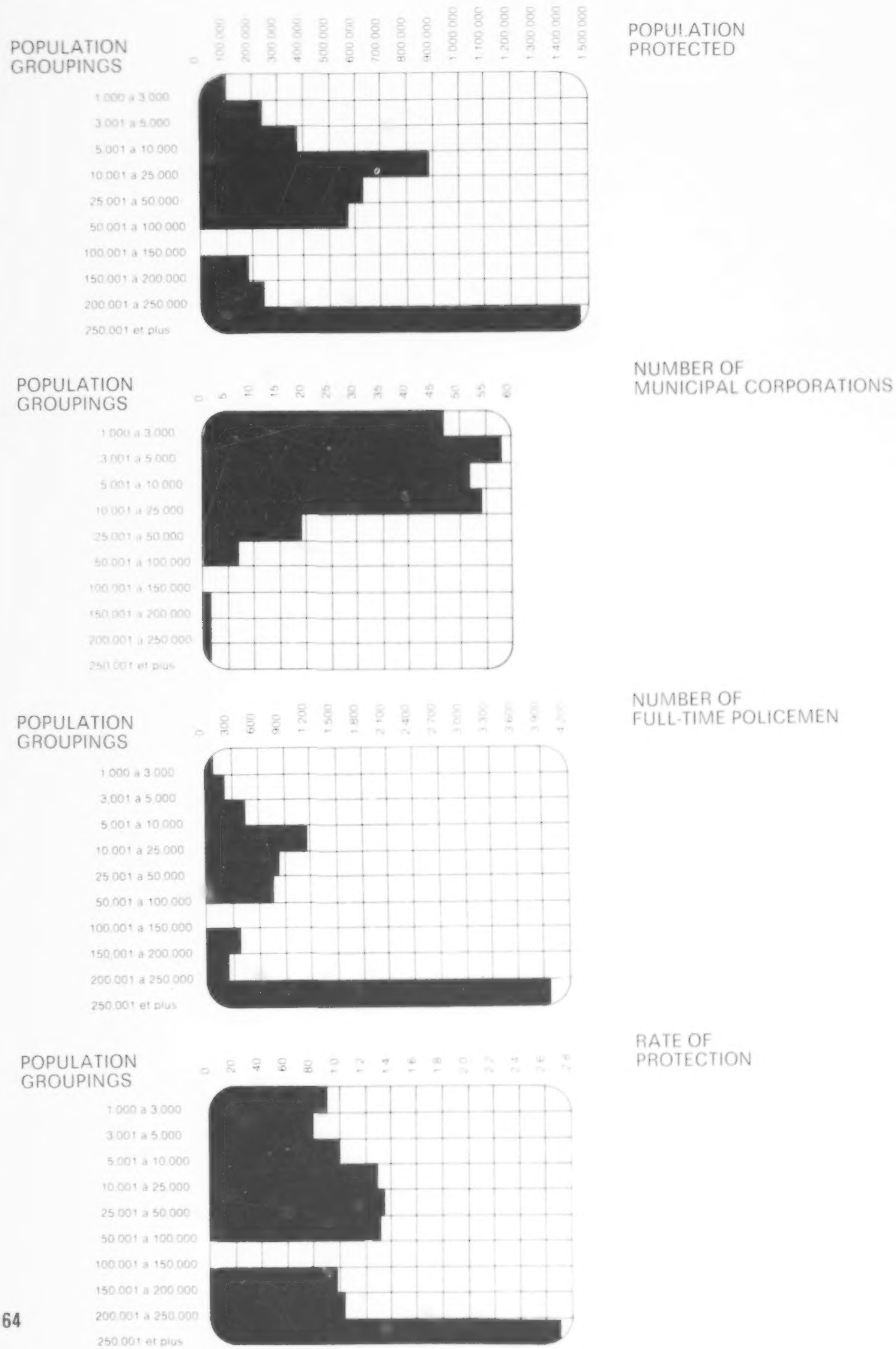
Average Rate of Protection Accordin to Types of Municipalities



* THESE GRAPHS DO NOT INCLUDE THE QUEBEC POLICE FORCE WHOSE MANPOWER IS SPREAD OVER ALL OF QUEBEC PROVINCE.

GRAPH XXI

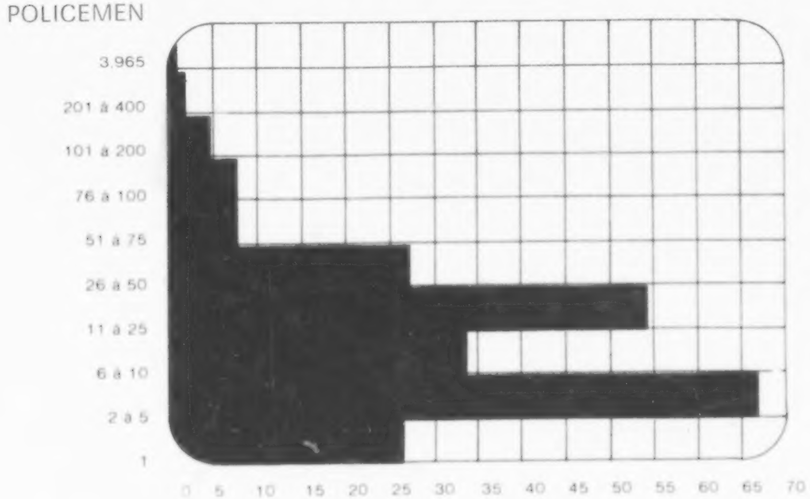
Rate of Population Groups Protected by Municipal Police Forces



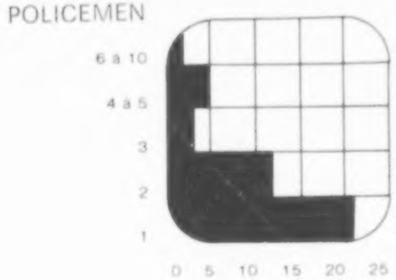
GRAPH XXII

Graphic Illustration of the Composition of Police Forces as of December 31, 1970

CITY AND TOWN POLICE FORCES



POLICE FORCES OF THE OTHER MUNICIPALITIES UNDER THE MUNICIPAL CODE



GRAPH XXIII

Statistics on the Composition of Municipal Police Forces

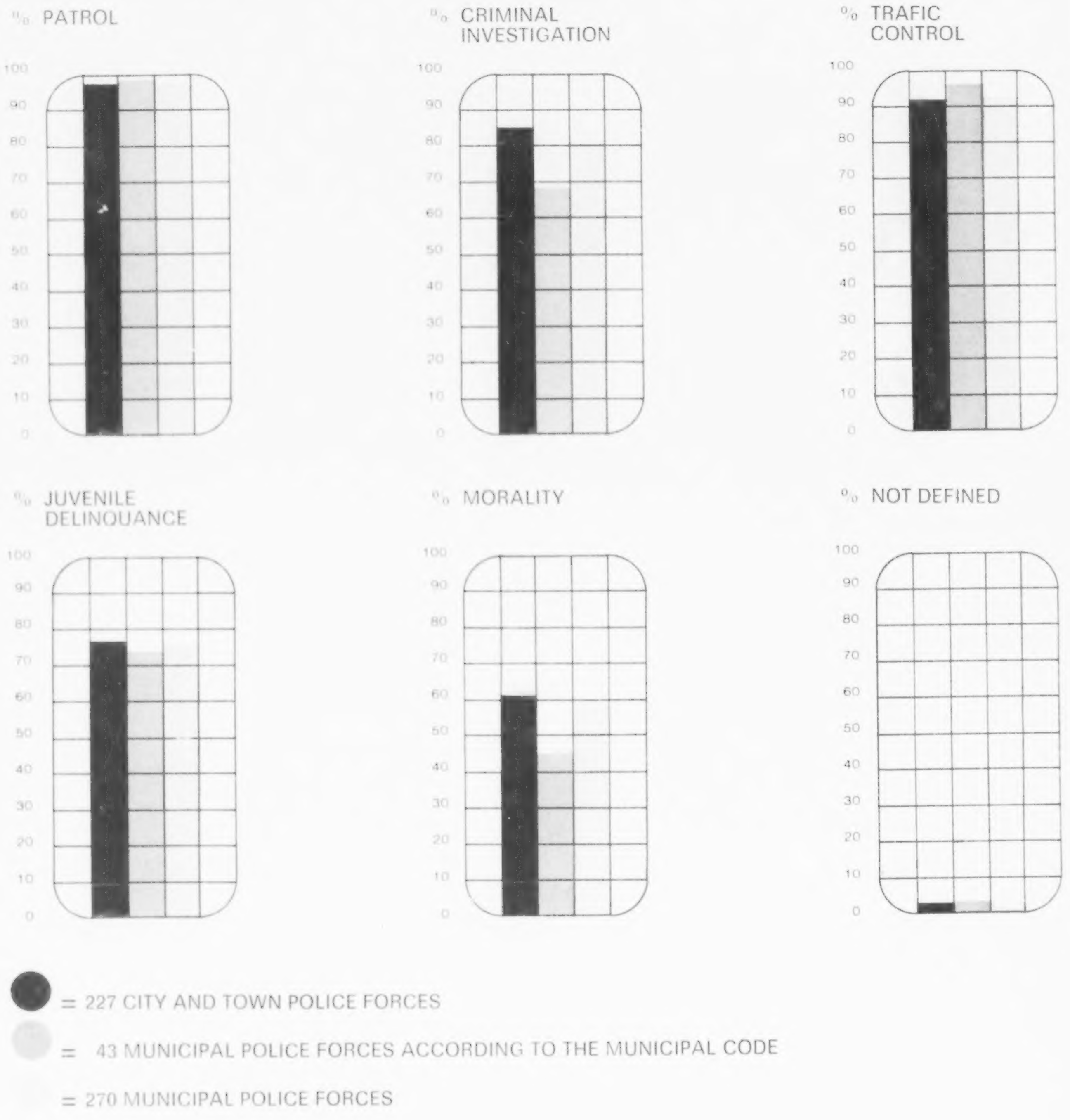
CITY AND TOWN POLICE FORCES:

26	Cities and Towns having a Police Force Composed of:			1	policeman
67	"	"	"	2 to 5	policemen
33	"	"	"	6 to 10	policemen
54	"	"	"	11 to 25	policemen
27	"	"	"	26 to 50	policemen
6	"	"	"	51 to 75	policemen
6	"	"	"	76 to 100	policemen
4	"	"	"	101 to 200	policemen
2	"	"	"	201 to 400	policemen
1	"	"	"	3965	policemen
227					

POLICE FORCES OF OTHER MUNICIPALITIES UNDER THE MUNICIPAL CODE:

21	Municipal Corporations having a Police Force Composed of:			1	policeman
12	"	"	"	2	policemen
3	"	"	"	3	policemen
5	"	"	"	4 to 5	policemen
2	"	"	"	6 to 10	policemen
43					

GRAPH XXIV
Police Duties Actually Performed



GRAPH XXV

Staistics of Duties Performed by Police Forces

MUNICIPAL POLICE FORCES	PATROL	CRIMINAL INVESTIGATION	TRAFFIC CONTROL	JUVENILE DELINQUANCY	MORALITY	UNDEFINED
227 City and town police forces	222 (97%)	193 (85%)	209 (92%)	175 (77%)	139 (61%)	5
43 police forces of municipal corporations under the municipal code	42 (98%)	30 (68%)	41 (95%)	32 (74%)	19 (44%)	1
270 municipal police forces	264 (97%)	223 (82%)	250 (92%)	207 (76%)	158 (58%)	6

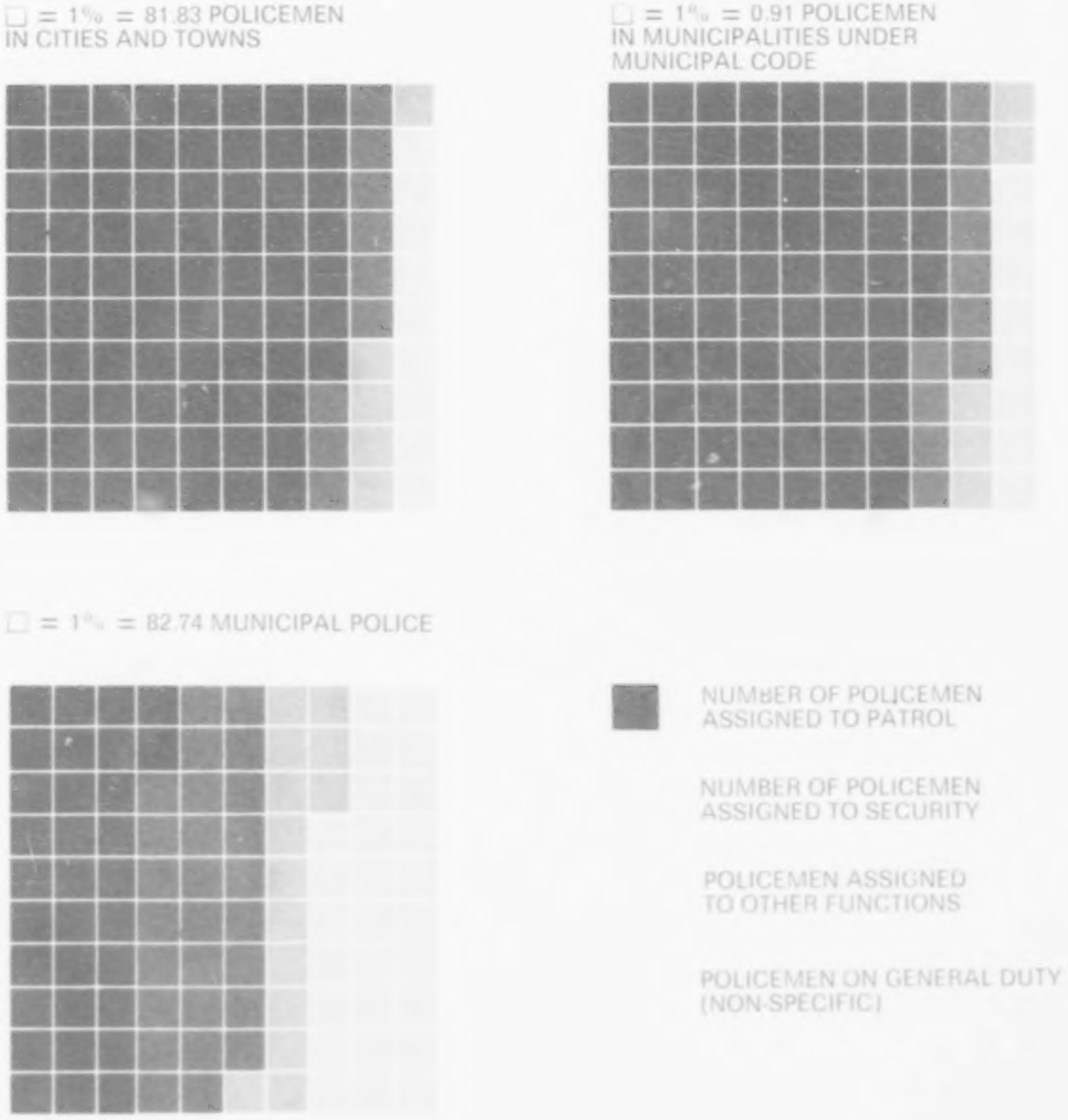
GRAPH XXVI

Distribution of Law Enforcement Personnel in the Principal Sectors

TOTAL OF MUNICIPAL POLICE FORCES	NUMBER OF POLICEMEN ASSIGNED TO PATROL	NUMBER OF POLICEMEN ASSIGNED TO SECURITY	POLICEMEN ASSIGNED TO OTHER FUNCTIONS	POLICEMEN GENERAL DUTY POLICEMEN NON-SPECIFIC ASSIGNMENT
8,183 policemen in cities and towns	6,304 (77%)	916 (9%)	449 (5%)	514 (9%)
91 policemen in municipalities under the municipal code	30 (32%)	25 (27%)	13 (14%)	23 (27%)
8,275 municipal policemen	6,334 (76%)	941 (11%)	462 (5%)	537 (8%)

GRAPH XXVII

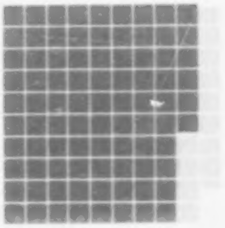
Scale Graph Illustrating the Distribution of Police Personnel in the Principal Sectors



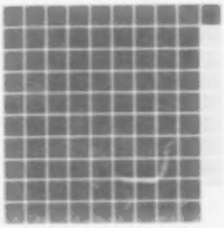
GRAPH XXVIII

Scale Graph Illustrating the Distribution of Police Personnel between Principal Divisions of Montreal, Sherbrooke, Longueuil, Laval, Trois-Rivieres and Quebec City

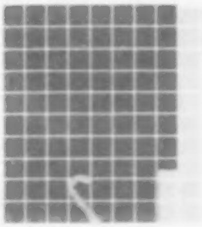
POLICEMEN ASSIGNED TO PATROL
▨ POLICEMEN ASSIGNED TO CRIMINAL INVESTIGATION
POLICEMEN ASSIGNED TO OTHER DUTIES



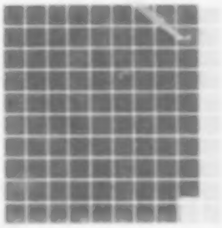
MONTREAL
☐ = 1% = 3965 policemen
Total police personnel = 3,965



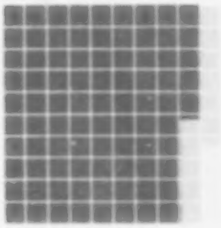
SHERBROOKE
☐ = 1% = 1.08 policemen
Total police personnel = 108



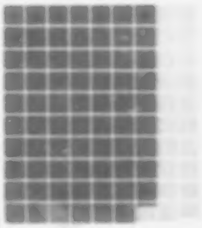
LONGUEUIL
☐ = 1% = 1.02 policemen
Total police personnel = 102



LAVAL
☐ = 1% = 2.47 policemen
Total police personnel = 247



TROIS-RIVIERES
☐ = 1% = 1.41 policemen
Total police personnel = 141



QUEBEC
☐ = 1% = 3.63 policemen
Total police personnel = 363

GRAPH XXIX

Statistics on the Distribution of Police Personnel between Headquarters at Montreal, Sherbrooke, Laval, Longueuil, Trois-Rivières and Quebec City

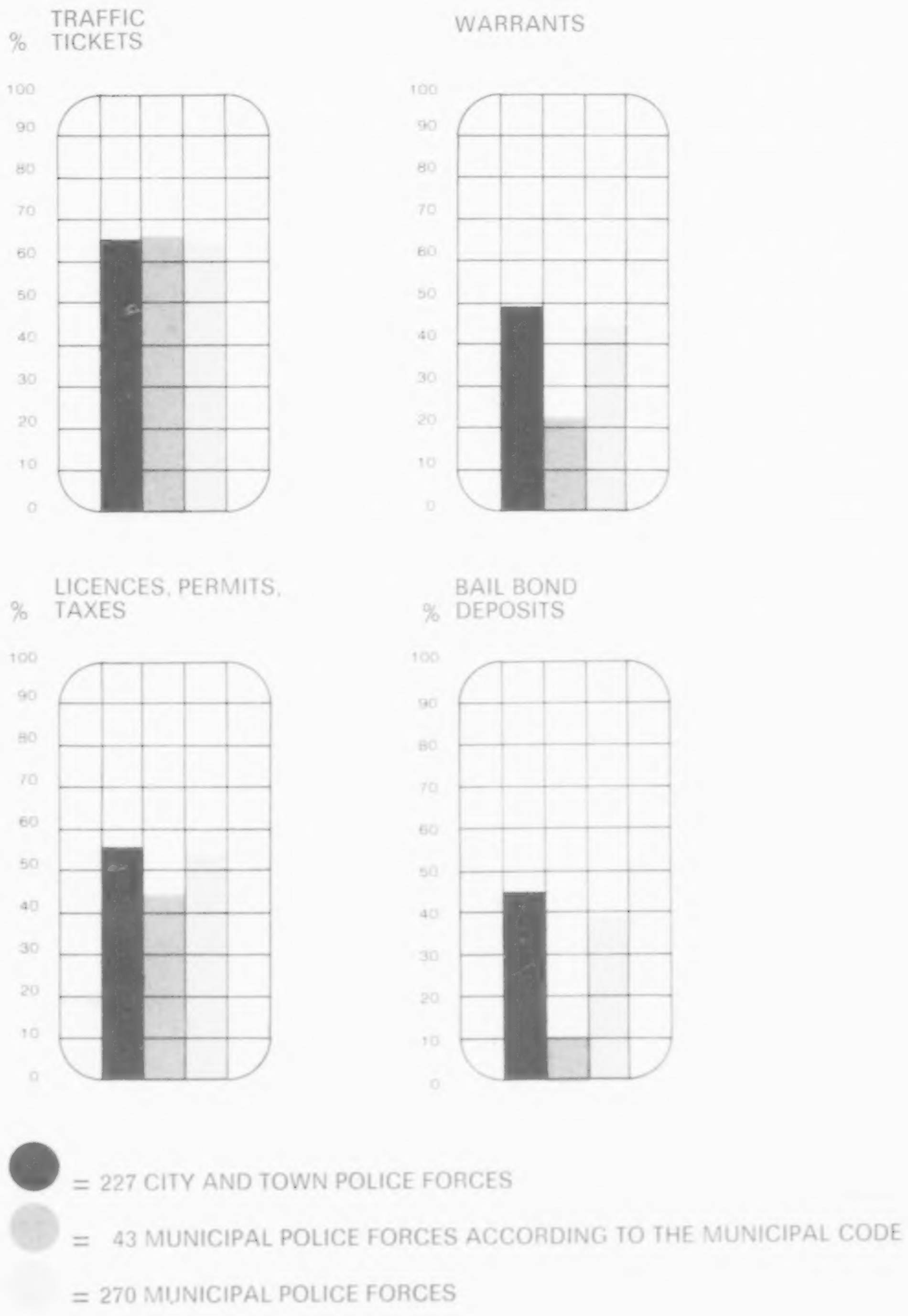
	TOTAL POLICE PERSONNEL	POLICEMEN ASSIGNED TO PATROL	POLICEMEN ASSIGNED TO CRIMINAL INVESTIGATION	POLICEMEN ASSIGNED TO OTHER DUTIES
MONTREAL	3,965 100%	3,399 85.72%	490 12.35%	76 1.91%
SHERBROOKE	108 100%	98 90.74%	8 7.4%	2 1.85%
LONGUEUIL	102 100%	79 77.45%	15 14.7%	8 7.84%
LAVAL	247 100%	219 88.66%	28 11.34%	0%
TROIS RIVIERES	141 100%	120 85.1%	16 11.35%	5 3.55%
QUEBEC	363 100%	252 69.4%	74 20.38%	37 10.19%

GRAPH XXX
Statistics of the Supplementary Duties as Collectors, Carried Out by the Municipal Law Enforcement Offices

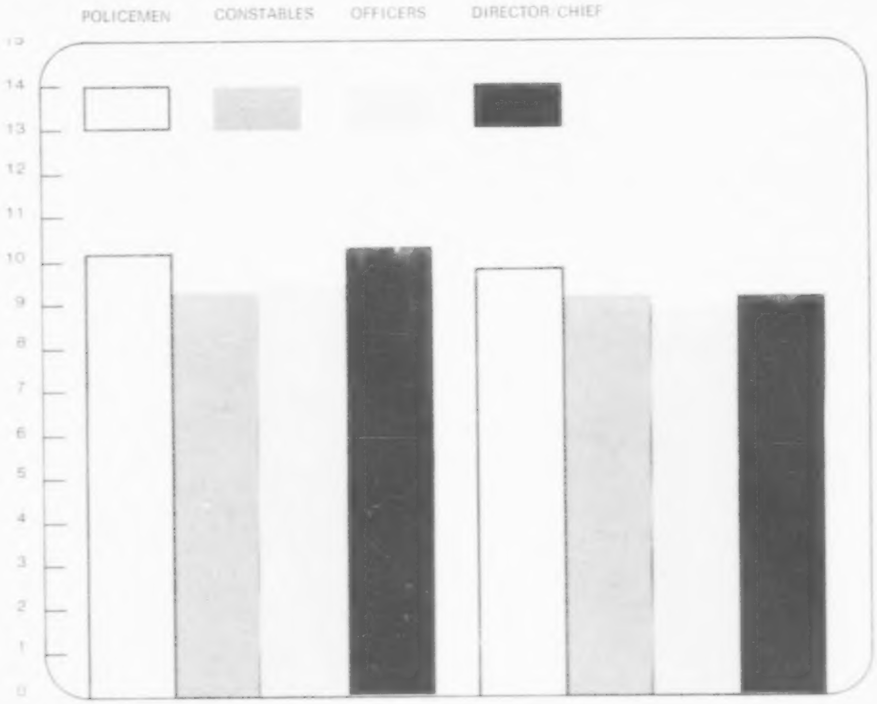
MUNICIPAL POLICE FORCES	TRAFFIC TICKETS	WARRANTS	LICENSES, PERMITS, TAXES	BAIL BOND DEPOSITS
227 City and Town Police Forces	146 (64%)	122 (49%)	126 (55%)	101 (44%)
43 Municipal Police Forces Under the Municipal Code	28 (66%)	10 (23%)	20 (45%)	5 (11%)
270 Municipal Police Forces	174 (64%)	122 (45%)	146 (54%)	106 (39%)

GRAPH XXXI

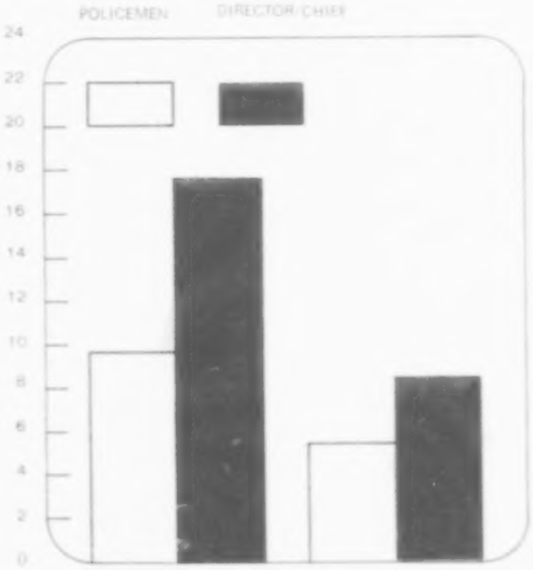
Scale Graph Illustrating the Supplementary Duties as Collectors Carried Out by Municipal Law Enforcement Officers



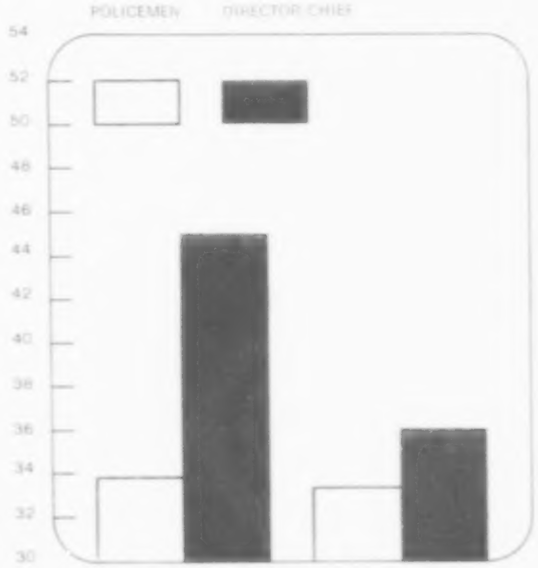
GRAPH XXXII
Average Scholastic Levels, of Commissioned Police Officers and Constables



GRAPH XXXIII
Average Years of Service of Commissioned Police Officers and Constables



GRAPH XXXIV
Average age of Commission Police Officers and Constables



○ = CITIES AND TOWNS

● = MUNICIPALITIES ACCORDING TO MUNICIPAL CODE

TABLE XXXV

Statistics of the Normal Activities of the Policeman in Quebec

	S.Q.	MUN. « A »	MUN. « B »	G.R.C.
CRIMINAL CODE				
Passports				X
Citizenship certificates				X
Dangerous substances	X	X	X	X
Offensive arms	X	X	X	X
Corruption of public servants	X			X
Gov. fraud	X			X
Hampering due process	X	X	X	X
Perjury	X	X	X	X
Evasion	X	X	X	
Sexual abuse	X	X	X	
Obscenity	X	X	X	
Disturbing the peace	X	X	X	
Vagrancy	X	X	X	
Public nuisance	X	X	X	
Gambling	X	X	X	
Homicides	X	X	X	
Hit and run - Imp. driving	X	X	X	
Assault and battary	X	X	X	
Kidnapping	X	X	X	
Theft	X	X	X	
Robbery	X	X	X	
Rec. stolen goods	X	X	X	
Counterfeit	X	X	X	
Fraud	X	X	X	
Public mischief				
Arson	X	X	X	
False alarm		X	X	
Conterfeit money				X
OTHER LAWS UNDER CRIMINAL CODE				
Juvenile Delinquancy	X	X	X	
Drug and Food Act				X
Sabbeth Day Act	X	X	X	
Narcotics Law				X
Custom and Excise Law				X
Unemployment Insurance Act				X
Canadian Electoral Laws				X
Merger Investigation Laws				X
Bankruptcy Laws	X	X		X
Federal Income Tax Laws				X
Official Secrets Act				X
PROVINCIAL STATUS				
Highway Code	X	X	X	
Alcoholic Beverage Law	X	Mtl.		
Explosives Law	X			
MUNICIPAL REGULATIONS		X	X	

GRAPH XXXVI

Motor-Vehicles (1906-1970)

YEAR	NUMBER LICENCED
1906	167
1910	786
1920	41,562
1930	178,548
1940	235,572
1950	455,200
1960	1,161,599
1970	2,396,212

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